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What of the City?

Walter D. Moody

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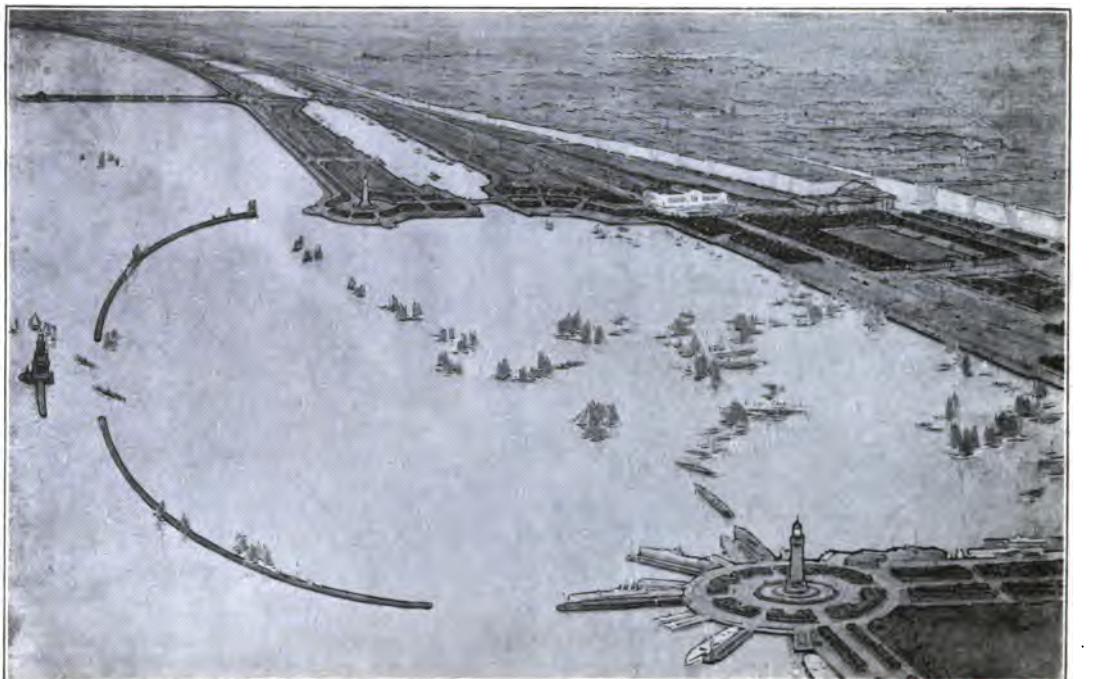

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Chicago. Bird's-eye view of Grant Park, the façade of the city, the proposed harbor, and the lagoon of the proposed park on the south shore.

WHAT OF THE CITY?

America's Greatest Issue—City Planning
What It Is and How to Go About
It to Achieve Success

BY

WALTER D. MOODY

Managing Director, Chicago Plan Commission. Author of
"Wacker's Manual of the Plan of Chicago"
and "Men Who Sell Things"

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To My Wife

ALWAYS A SOURCE OF
INSPIRATION, ENCOURAGEMENT, AND
REAL HELP

B & J. 2 May '9

PREFACE

THE constant movement of people toward cities in the United States is unprecedented. The growth of cities in the past two decades has been phenomenal. This has brought about alarming conditions, and new and troublesome problems. American cities as a result of lack of foresight on the part of their proprietors have developed in a haphazard way. The result has been a change in the national character; a marked deterioration in the physique of the people; vast economic loss; and an imperative need for bettering conditions.

What we must do is to discover our needs, and how to go about supplying them. Making the cities more livable for the masses swarming to them is today the greatest issue of the United States. The Great War has served to intensify rather than to dim the need of the people in the cities.

City planning has become a fad and something like two hundred cities in this country have taken it up tentatively with only fragmentary plans; some with park ideals; still others with civic center creations; some with only transportation notions. Some few merely have single street improvement plans. All is called "city planning"—that is exactly what it is not and in the rapid development of cities may even be city unplanning.

Of all the American cities that have attempted city planning, hardly a dozen have made any real progress be-

cause of their failure to realize the fundamental value of scientific promotional effort. Misapplied energy has also been a common fault. Two-thirds of all the failures in city planning in the country are due to these two causes.

With the reconstruction period following the Great War, no energy needs more to be conserved and directed in effective channels than city planning. New and stupendous problems confront America, in which the question of the welfare of the people is of fundamental importance. Despite the fact that money will be needed in many directions, city betterment projects as matters of prime importance should receive helpful consideration.

Grave pre-war municipal problems remain unchanged by the great world conflict; but they have become intensified. During the war American cities could act in defense of their welfare only as the national government decreed, and were temporarily lost sight of in the fervor and exigency of war preparations and maintenance. Now our municipalities are crying aloud for relief.

As long ago as December, 1917, the chairman of the Chicago Plan Commission called attention to the imperative need of preparing for peace when urging the continuation of preliminary work on certain city betterment projects. He indicated that the abandonment of city planning effort would leave our country as unprepared for peace as it was for war. The abrupt ending of the great struggle brought about the very conditions he forecast. The press of the country in advocating a reconstruction program called universal attention to the fact that England and France had a two-year start in the fight for commercial supremacy.

PREFACE

In England, according to press reports, as early as August, 1917, parliament created a ministry of reconstruction to solve the problems of demobilization and the return of the soldiers to civil life in such a way as to avoid unemployment and to provide proper housing, welfare, taxation, and industrial relation schemes and plans for commercial competition for the world's markets. Cooperation was to be the keynote of British commercial preparation; cooperation between industry and banking to finance export trade; between manufacturers in the same line of industry to reduce overhead and increase output; between business and the government to obtain commercial information. A comprehensive survey was early made of the nature and amount of the supplies that would be needed by the United Kingdom during the reconstruction period, and the sources from which they might be obtained and transported.

Standardization was also urged upon British manufacture to lower the cost of production; a new tariff was suggested; and various other means were employed to insure England's supremacy in the world's markets.

Our unpreparedness, in contrast, only intensifies the urgency of vigorous and sustained effort along city planning lines, because of its fundamental importance in all that the word PREPAREDNESS implies. Consequences of the most serious character cannot but result from any cessation of unremitting and aggressive city planning agitation and accomplishment in American municipalities.

Beyond the certain conviction that national and civic needs can be coordinated, these pages are designed to

show city planning effort in the United States, what is necessary and how to go about it in achieving success.

The aim of the author in this book has been twofold. First it was hoped that in these pages the professional city planner might find inspiration and guidance from Chicago's accomplishments and experience. The other purpose was to indicate to citizens their obligations toward city planning movements and, by depicting the cultural, commercial, and elemental conditions in Chicago which culminated in its city plan, to inspire and spur to action the citizens of other municipalities. These two reasons, supplemented by the fact that Chicago has undertaken in a large way the realization of a plan more comprehensive than has been suggested for any other American city, the author has felt, sufficiently justify the prominence given Chicago in this volume.

I wish to emphasize that the credit belongs to the authors of the Plan; its original promoters in The Commercial Club; its partial realization by dint of the unusual qualifications of the chairman of the Plan Commission; the altogether useful and unique organization of the Plan Commission; and the uniformly cordial and effective support of the newspapers, without which there would have been no accomplishment; as well as the receptive mind and cooperation of the people, together with the timely action of the city authorities.

But for these and my experience with the development of the Plan of Chicago, it would be impossible for me to advance anything for the good of American city planning. My contribution to the result attained in Chicago by the Chicago Plan Commission has been only

in the capacity of a vehicle through which some work has cleared.

This book was designed to meet the avalanche of assistance-seeking inquiries which continually flow into Chicago from cities great and small of the United States. It is hoped that it may point the way to those engaged in city planning endeavor, and also inspire the people to action, by showing that nothing can be accomplished in the move toward city betterment without public understanding and appreciation of city planning needs, problems, and advantages.

The author has endeavored to employ a readable style and appeal to the general public. Uppermost in the preparation of this volume was the fact that the ballot box always precedes the city planner, and the thought that only through a quickened civic conscience lies the hope for country-wide city planning achievement.

Man is a gregarious animal. He is magnetized by his fellows. Nothing so allures and attracts him as does the city.

The future tragic heritage will not be the saddling of the generations to come with the burden of paying for war but, as a noted economist has declared, with the burden of disease, of shattered men, and other vast economic losses. What of the city — the home of the majority of our citizens?

Modestly is the hope expressed that this humble effort may accomplish its mission.

I desire here to express my sincere appreciation of the devotion and able assistance of my secretary, Eugene S. Taylor, of the gracious and efficient aid of Miss Ella

M. Todtmann, and of the cooperation of Charles E. Nixon, Miss Caroline M. McIlvaine, W. N. C. Carlton, Richard Fairchild, C. W. Andrews, Samuel B. Allison, Herbert E. Hyde, George W. Eggers, Carl B. Roden and Thomas Ryan.

W. D. M.

CHICAGO, January 31, 1919.

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WHAT OF THE CITY?

What of the City?

CHAPTER I

STARTING WITH A RIGHT UNDERSTANDING

WHEN I was on the witness stand in the famous Twelfth Street widening case in Chicago, an attorney who was fighting the city, somewhat disturbed by my answers to his questions, finally stopped short, approached the witness stand and, with a menacing look and threatening gesture, asked, "Are you an architect?"

"No, sir."

"Are you an engineer?"

"No, sir."

"Are you a mechanic?"

"No, sir."

"Do you call yourself a city planner?"

"Yes, sir."

"How is that?"

"My identification with city planning is promotional, not technical. My profession is scientific promotion."

"Aha," questioned the lawyer, "scientific promotion, is it? Well, perhaps you will tell the court in what fancy school you learned this fancy profession?"

I replied, to the merriment of the audience and apparently the amusement of the court, whom I was momen-

tarily in fear would fine me for contempt, "Largely in the school of experience."

That word caps the whole category of city planning—human experience. More experience and less theory is what is most needed to advance city planning everywhere in America. The lawyer moved that the court strike out all testimony of the witness on the ground that he was not qualified to testify because he was not an expert. The motion was overruled by the court, who admonished the attorney to be less captious and querulous, with the statement that one who was qualified to speak as an expert was one who had given a sufficient length of time to the specific study of an object or a condition to have established and classified knowledge concerning it.

Again that definition of science puts to rout impractical theory. Science is knowledge established and classified. That is just what is lacking in the aggregate of city planning experience in America.

The importance of promotional and educational effort, I regard as of the first magnitude in all city planning endeavor. It is basic and indispensable.

In 1909, three weeks prior to the presidential election, at the close of the now historic annual dinner of The Chicago Association of Commerce, at which the speakers were the leading candidates for the presidency of the United States—Charles H. Taft and William J. Bryan—Charles D. Norton, afterward secretary to President Taft and later Assistant Secretary of the Treasury of the United States, approached me with a query which later lead to an offer to take over the work on the Plan of Chicago, then the exclusive promotional property of its

sponsors, The Commercial Club. Mr. Norton had in mind my identification with this work for the sole purpose of assisting in "putting the Plan across." I was then the general manager of The Chicago Association of Commerce.

This was two years prior to the organization of the Chicago Plan Commission, which body was created by the City Council of Chicago as the guardian and promoter of the Plan. Later, when a second offer came to me, this time from Charles H. Wacker, the newly appointed permanent chairman of the Chicago Plan Commission, it was accepted. This accounts for my identification with city planning work. To clarify the atmosphere in possible technical quarters where there might be a desire to rule out my testimony, as in the case of the disturbed opposing attorney, I make clear the fact that I am not a maker of city plans — merely a promoter thereof. In addition to that, I may take strongly to preaching and possibly some teaching before I get through. I strongly suspect that I shall enter both the field of the clergyman and the pedagogue; the reasons for so doing will manifest themselves as we proceed. This reminds me of the occasion when I was delivering an address on scientific promotion before the students of a certain university. The dean of the College of Commerce, when I had closed, rose and said, "Well, fellows, I guess we have now had enough preaching and we will conclude the program with a few remarks from our worthy president." But it was a different conclusion than the one the dean expected. The president was scarcely upon his feet when he shot out, "Dean"—and I shall never forget the menace in that

word "dean" as he said it—"let me remind you now and for all time, in the presence of these students, that no teacher is a great teacher unless he is a preacher, and that no preacher is a great preacher unless he is a teacher."

Much teaching is necessary in advancing city planning. I am not certain but that there is necessarily much preaching.

There is no mystery about city planning. This book is not written for those who would have us believe that strange and peculiar qualities have been bestowed by an all-wise Providence upon a select few in the profession, gifted to enlighten the world by befogging the real city planning issue.

City planning is a simple, common sense procedure to make conditions more livable for the dwellers in cities. A single paragraph can describe what must be done to produce desired results.

The object of this book is, first, to acquaint the people in cities with their necessary and important part in the realization of a city plan and, second, to tell the professional city planner how to go about making the plan which he has drawn in the workroom an accomplished thing. It is hoped that it may help to establish a national conception of city planning, and to firmly fix in it the factors of education and promotion. These must go forward, hand in hand, and first, before city planning results can be had. In America the ballot box must go before the city planner. Recognition of this, and comprehension of what it embraces, will spell success. The reverse will show only disaster. There will be no marked accomplishment in city planning in the United States

Charles H. Wacker, permanent chairman of the Chicago Plan Commission.

the wise men of Babylon had some knowledge of electricity, and, arguing from this theory, it is advanced that the famed "handwriting on the wall" was projected upon a plaster surface by some mechanism kindred to the modern magic lantern. In our time stereopticon pictures are effective in showing the people the handwriting on the wall of modern-day unpreparedness, those things which augur for good citizenship, wise ruling, and livable conditions in cities.

National safety means much more than military efficiency. It means putting the nation and its resources into the best possible condition. It means safeguarding the public health of the people in cities. It means obedience to the primary instincts of self-preservation, which is quite as inherent in nations as in men. It dictates the wisdom of making ourselves ready and able to meet whatever exigencies may arise. It means putting the nation into the best possible condition as to material, men, and measures for the well-being of all the people.

The wisdom of this the chairman of the Chicago Plan Commission attempted to show the Secretary of War in 1916, when requesting a permit to build bathing beaches along the "filled in" Lake Front, so the masses could enjoy what the Babylonians were ordered by law to take three times daily. This is what he said:

A Washington dispatch appearing in the Chicago papers stated that five hundred men had been added to the ranks of the army during two weeks' recruiting, and that this number was accepted from among more than two thousand applicants for enlistment. The number of rejections is alarming. What is the cause ascribed for

the ineligibility of seventy-five per cent of all those offering their services? Fifty-three per cent of the people of the United States now reside in cities. Does this not augur for more ample means for the healthful recreation of the people in cities? If physical deterioration is the principal cause for this wholesale rejecting of recruits, then indeed is our country face to face with another crisis which also demands preparedness but of another sort: preparedness for the conservation of the public health of our citizens — the nation's greatest asset. While we as a nation are making our plans for naval and military preparedness, should we not also make plans for preparedness in other directions which fundamentally affect our nation? Preparedness for the safety of the health of our people is graphically — almost dramatically — illustrated in the desire of Chicago to turn its great Lake Front into playgrounds for all the people, a permit for which is necessary from the United States government.

It would be interesting and valuable to review the experience of the War Department since this early and small beginning in raising an army. Such investigation would reveal a very alarming depleted physical condition among the hundreds of thousands called and examined for military service. As one writer puts it, "A distinguished peace promoter boasted in our ante-war days that if America was threatened, a million men would spring to arms overnight to defend her." Based on the courage and patriotism of the nation, he was doubtless right but, as this writer pointed out, "between willingness to fight and fitness to fight is set a gulf broad and deep." Samuel Hopkins Adams, in *Collier's,* told the story of making our army "fighting fit" and in reply to this prophetic enthusiast, said:

Ten thousand army medical experts can now attest that if the prophet's million unsifted fiat defenders were put to the test of ordinary routine—let alone full military service—without long and painful preparation, the first fortnight would find half of them in hospitals, half of the remainder disqualified for duty by minor ailments, and most of the residue discharged or dead. Five per cent, perhaps, might measure up untrained to the purely physical demands of soldier life.

Naturally the American army could be depended upon to take care of itself, but at what expense of effort and time was it necessary to make it fighting fit. This was accomplished, seemingly, with incredible speed and almost miraculous results, but how infinitely better it would have been could proper measures have been employed in the cities for the physical well-being of the people prior to this emergent need. The war has taught us many valuable lessons—none of greater worth than the lesson in preparedness in building a stalwart national physical manhood by making living conditions in the cities the best possible. Brilliant exploits have been achieved and more brilliant things may follow if a proper survey of conditions in cities may be had and a remedy provided, insuring a permanent, virile, and capable people. When the history of the war is written there will outstand against all other achievements the remarkable contribution of the United States in organizing an army of four million, the building of thirty-five enormous cantonments, the equipment of the army and the transportation of 2,225,000 soldiers three thousand miles across the Atlantic which ended the war,

all in the incredibly short time of eighteen months. Nothing in the history of the world is comparable to this thing and that was done in a pacific country where the very idea of foreign invasion was considered as almost entirely out of the question.

Something of the genius, the dispatch, and the completeness of this great achievement, if brought to bear upon the great civic issue — city planning — would effect similar noteworthy results and our nation would indeed be invincible.

Why city planning is the greatest issue of the United States today is patent on the face of things. The tendency of mankind is to gather together in close contact, a trait which has always existed but is operating today more strongly than ever before in history. All over the world there is an astonishing and unparalleled movement of people toward cities. Naturally this movement is bringing up new problems in municipal government and new tasks in social science, or the science of maintaining good health and good order among people of different races when brought intimately together. The civic problems confronting the people a generation ago were very simple as we regard them looking back from today — namely, to supply gas (later electric light), water, adequate schools, and scientifically equipped institutions for the sick and the improvident. These were their major concerns. We consider need for God's sunshine, air, sanitation, relief from congestion, facilitation of traffic, housing of the poor, organized charities and more ample means for healthful recreation — in a word, public improvements and more attractive surroundings

for the multitudes swarming to the cities. Belshazzar did not have these conditions in his time, but problems he did have, and the manner in which he met and mastered them puts modern municipal rule to blush.

American cities have arisen to the rule of lack of foresight and haphazard development. Babylon and Athens are examples of what was accomplished to serve the interests of the people in their far-off day. What we must do in America in this, the twentieth century, is to discover the nature of our needs, and how these may be satisfied.

What are we doing? Where is city planning going? These questions confront us. Many are answering them like the country editor in the generous old day of free railroad passes. He applied to the headquarters of a certain railroad for a pass to a distant city. Instead of receiving it, he got this message: "What is your paper and where does it go?" Promptly the editor replied: "It is devoted to the interests of my community; it goes everywhere; it will go to blazes if you do not send me that pass."

Before the Great War city planning was going to blazes in a hundred directions in America because the experience and need of our day were ignored, and in their stead were advanced ill-considered procedure and frequently more ill-considered plans. The war put a temporary embargo on nearly everything of civic importance. Now that it is over it will be followed by the reconstruction period.

The war ended, new and stupendous problems confront the nations of the world. The reconstruction period is

upon us with its vast, varied, intricate, and tremendously burdensome problems requiring solution. When the tremendous program of reconstruction is finally approved and launched, an exacting and long-drawn-out period of procedure must, of necessity, be undertaken the world over. Fundamental is the important question of the welfare of the people in the cities. Especially does this apply to America, where public improvement projects of local character were almost entirely abandoned or subordinated to the national needs.

Cities of the United States discovered soon after the nation's entry into the war that they no longer possessed the power to decide questions and launch action on their local improvement projects upon their own initiative. This, if done at all, they soon realized could be accomplished only by the decree of the national authorities. Seemingly this procedure was desirable in the United States — the richest and most resourceful country in the world — although there were many evidences of progressive action upon municipal improvements in the countries of England, France, and Germany, where the war burden and sacrifices of the people were infinitely greater and much longer sustained.

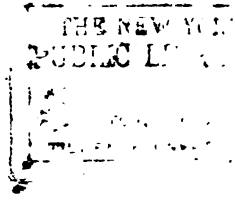
Whatever new and continued burdens may be placed upon the people of the United States growing out of the readjustment following the war, the betterment of the conditions of the people in the cities must early be given masterful and aggressive impetus. The vast program of public work either in the making or partially under construction before the war must be reassembled and prosecuted under the new urge that has grown out of the war.

Conditions in the cities due to rapid growth and ill-considered development that had forced their attention upon the people in American cities not only could not, during the war, be improved, but on the contrary have become aggravated. No time should be lost in picking up and binding together the broken threads of municipal advance in matters affecting the general good.

The world momentous fact has been clearly realized that a coalition of all the nations must be established looking to such readjustment and material modification of military and naval strength as will forever assure the peace of the world and its freedom from further warring strife, if civilization is to be kept from slipping back into such darkness as for six hundred years encompassed the world following the fall of the Roman Empire. Not only has the imperative need of such action been developed but scientists have gone much further than that in indicating the desirable, if not probable, need of a combination of the nations to conserve the man power, money power, and material resources of the world so that human progress may again assert itself and be sustained until the light of freedom from the toils of devastation is again unquenchably all aglow.

In all of its appalling vastness nothing is so urgent for the reestablishment of the prosperity of the people in the United States as a quick and vigorous resumption of activities on municipal improvement projects in accordance with well-ordered local plans. Of essential importance looms the need of restoring and conserving the depleted physical strength of our hundreds of thousands of returning troops who were heavily drawn from every

New York, in the half generation between 1898 and 1918, increased its population from 2,860,091 to 5,602,841. America's metropolis is the best governed large city in the world.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section of the country, their reemployment where possible in the ranks of labor, the use of steel and other materials sorely needed in many directions and provision for the humanitarian relief of the stricken families of our soldiers who, more than ever, will require better facilities for healthful recreation and other means for their normal rehabilitation — all of which is a matter of local obligation and performance.

Sternly facing the facts due to the Great War, it perforce must be admitted that if the condition of the people in the cities which required urgent attention before the war was admittedly bad, it is obvious that these conditions will multiply many fold after the war. Now more irrevocably than ever it must be realized that the prosperity of the people in the cities — and in consequence the prosperity of the nation, for the majority of the people live in the cities — depends upon well-ordered municipal development. This can best be brought about through such remedial measures as ample means for healthful happiness in the open both within and without the city limits, relief from congestion, facilitation of traffic, proper housing and scientific districting, with its many practical provisions. In the wake of this constructive program for the good of the people in the cities there must also follow improved facilities for industrial or vocational education, and more reachable general educational opportunities and their stimulating and wholesome influences.

Naturally the Great War retarded city planning everywhere in America. When the United States entered the war, the city of Chicago, after eight years of work upon

the Plan of Chicago under the direction of the Chicago Plan Commission, was engaged in the development of public improvements which, when constructed, together with land purchases, would amount in the aggregate to more than $150,000,000. Other pending recommendations by the Plan Commission involved a further outlay of ten to fifteen million dollars. The value of these projects completed would add scores of millions additional. The improvements under way — under actual construction or far advanced in procedure — were the widening of Twelfth Street, railroad viaduct, and new bridge, a part of the central street quadrangle; the widening and extension of Michigan Avenue across the Chicago River, including a two-level structure and double-deck bridge, also a part of the central quadrangle; the west side Union Passenger Station and freight terminal projects, including the widening and grading of Canal Street, a two-level street and double-deck bridge over the north branch of the river; the building of several new bridge approaches and bridges, approach tracks, approach yards and general terminal layout; the Illinois Central terminal plans; the building of 1,280 acres of Lake Front parks and waterways in connection therewith; the extension of Ogden Avenue for two miles, connecting that diagonal thoroughfare with Union and Lincoln parks; the acquisition of thousands of acres of forest preserves; the purchase of a two-block west side post-office site on Canal Street; and a good roads system connecting the forest preserves and adjacent suburban highway systems.

Other recommended projects were — the widening of

Western Avenue, the principal west side through thoroughfare; and the reclamation, double-decking and widening of South Water Street—now occupied by a produce market—to form a part of the central quadrangle. Work was actually begun on four of these projects and procedure far advanced on all the others excepting the latter two. The war almost entirely stopped everyone of these improvements. The signing of the armistice brought about an immediate and vigorous resumption of activity on all these projects, which had been unavoidably delayed by the great world conflict.

Almost immediately following the signing of the armistice the Chicago Plan Commission issued its now famous "Reconstruction Platform," calling upon authorities and citizens alike to get behind the twenty-three improvements projected in the platform. Its appeal was primarily based on the need for providing work for returning troops, to safeguard labor in a possible period of depression, and as an economic necessity in the construction of a series of city improvements which, if speedily realized, would save the city untold millions of dollars in the future in repairing the mistakes of shortsightedness.

Other than the war, an additional cause of delay has been public misunderstanding of the purpose of city planning. In the beginning it was a mistake to signalize a city plan as "The City Beautiful." It is thus designated in America wherever city planning crops out. A city plan worthy of the name should be called "The City Practical." The term "beautiful" inspires objection at the outset by creating misapprehension. It is a strong stock phrase to be ridiculed and scoffed at by the pro-

fessional agitator. "Beauty doctors" this class like to call city planners. "The City Beautiful" is a misnomer because real city planning is more practical than beautiful. It aims at betterments and attractive conditions, not beauty which, however, follows as a natural result. It is a great step forward to anticipate the objection of the incredulous by avoiding the possibility of confusion in the minds of the people and by starting with the right name for the Plan. It has required, where serious work has been done, much patient effort to get the people to span the chasm between the practical ideals of a comprehensive city plan and the wretched order of physical development so unfortunately prevalent in American cities. Hence city planning effort has been called an idle dream. Fortunately enough already has been accomplished of a practical, worthwhile nature to forever take city planning out of the atmosphere of a talk plan or a picture plan.

Vastly more will be accomplished when the cities in the United States which have started begin to realize the practical truths and necessities which underlie the whole progress of successful city planning endeavor.

For twenty-five years I have been advancing things by the power of persuasion. For eleven years I have been professionally employed in public work — work where public spirit, vision, men, moral suasion, persuasion — in a word, organized effort, projected by educated enthusiasm — were dominant requisites.

For eight years I have been aiding in directing the furtherance of the Plan of Chicago. The views I shall advance in this volume are the results of my experience.

STARTING RIGHT

My business is to say what I believe, based on my own experience and observation of the experience of others. Whether this pleases or irritates is not my business.

With Romain Rolland—I know that, "Words once uttered make their way of themselves."

In the undeveloped soil of American city planning, I sow them, hopefully expectant of the harvest.

CHAPTER II

THE NEW PROFESSION — CITY PLANNING

SINCE city planning has become so heralded in America, something like two hundred cities have entered the arena, garbed in some sort of planning toga. Most of these have but fragmentary plans. Some have only park plans; others civic center plans; others transportation plans. Some few have single street improvement plans. All is called city planning and that is exactly what it is not.

A street widening unrelated to any other improvement or purpose is not city planning. The mere development of a civic center without a comprehensive study of the entire city is not city planning. These may, in the rapid development of cities, be city "unplanning."

The reason for such little progress in city planning as was actually made in pre-war times was more often due to the wrong way of going about it than to bad planning. Too many planning boards have been made up largely of technical men who had no knowledge of promotional methods and no resourcefulness in educational work. There has not been realized that no matter how effectively developed on paper, city planning can only be accomplished by especial promotional effort, nor was there even guessed the many and peculiar ramifications of such endeavor. This fact is clear in the many failures that

have resulted. City planning advocates must come to realize this truth and follow its tenets.

Ignorance of the value and the part promotional work has had in successful city planning is nowhere better illustrated than in the survey of a certain Englishman who made an investigation of the subject in the United States in 1913. He published the results of his research in a leading technical magazine of London. His article dealt only with theoretical deductions of experts, technical drawings, and studies, and very little with actual accomplishment. His mention of Chicago was interesting for what it included as well as for what it did not include. He gave liberal mention to a host of technical experts and "other experts who have concentrated their attention to details or special aspects."

City planning promotion had no place in his article. Nearly all of it was devoted to the accomplishments made in Chicago, so little could he find in other cities, but not a word did he mention of education, procedure, or the promotional efforts that made the Chicago work possible. The fact that most of the experts referred to had had no actual experience in things done seemed not to concern this writer. Apparently he was more interested in theory than accomplishment. Either he overlooked or thought it unnecessary to mention what Chicago has effected, not a pardonable blunder because of the very large part the promotional work has had in Chicago's achievement on its Plan.

"City planning" has become a fad. Some cities have no plans — only a desire to catch the fad and become

engaged in planning something; anything so long as they can get in the picture. Others have passed the first inoculation of the bug and have appointed their commission, given it a few hundred dollars and set it adrift. It hasn't money enough to sail far nor does it know what port it is bound for. It only knows that it is a "city planner" because it feels the motion of the waves.

Then there are a large number of cities, yet unkissed by the bug, which are frantically endeavoring to attract him. This urban impulse of the day is breeding a horde of city planning fledgelings. These are naturally recruited from the ranks of architects and engineers. There are some good men in the field, but not many. The technical man thoroughly competent to be trusted with a commission to advise the city and prepare plans for it is rare. I know but few such men in the United States.

The architect or engineer whose only knowledge of city planning is contained in what he thinks he knows is a dangerous factor. Nothing is more slanted, jagged, and bitter than the bias of technical men. Edward Howard Griggs says that great men have never made the mistake that art exists for the sake of exhibiting technical skill in the mastery of difficulties. They invariably have recognized that technical skill is never an end at all, but always a means — a glorious one — to something beyond itself; but among lesser artists the superstition is widely prevalent.

City planning is as much a matter of observation, opinion, and viewpoint as of technical knowledge or skill. If you want to have a lively circus of city planning dissension, get two or three aspiring technical "planners"

Birmingham, Alabama. The southern " Pittsburgh " in twenty years has become a first-class city with a population of 181,762.

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pitted against each other. Touchy, narrow, and immature is the technical mind which cannot rise above these drawbacks of the profession. The more set, narrow, and unskilled a technical man is, often the more aggressive he is.

Modern city planning is a new profession. The idea and the authority can be given in a single sentence. It is the natural and logical deduction of present-day experience in American cities in putting the theory of city planning to the practical test of actual accomplishment.

The "new" profession — city planning — should be reviewed in the light of present-day conditions in America, where the ballot box precedes the city planner.

More sacrilegious still, perhaps, is the avowal of experience that architecture, while basic, does not necessarily imply that a modern-day city planner must be an architect. Some noted city planners of the past were engineers. It does demand, however, that where an architect is the city planner, he must be possessed of unusual perceptive and perspective ability as specifically applied to the physical development of cities. There is a vast difference between real city planning and the architect's profession as the latter is commonly regarded.

First we may properly ask — what is city planning?

Technically, it is the art or science of planning the development of cities in a systematic and orderly way. Thus far it is seemingly simple. The first milestone has been reached, apparently without difficulty. But there are many more milestones, and the way to them is strewn with obstructions and has many grades and turns.

Interpretatively, city planning in the United States is

essentially a process of vision and survey, push and pull, barter and sell, education and exhortation, diplomacy and expediency, courts and juries.

Positively, city planning here is divided into two distinct and widely separate scientific branches. The first, or technical branch, embraces architecture and engineering. The second, which is promotive, is likewise scientifically professional and could be truthfully termed the dynamic power behind the throne of accomplishment.

Obviously, those engaged in the first branch of city planning must perceive that which composes the second branch—the business of putting the technical studies to the test of realization—the promotive side of city planning. Refusal or failure to comprehend this all-important fundamental will beget but one sure result, the artist's "dreams" will turn to "nightmares."

Credit for accomplishment? Too often in public work is credit, instead of results, the goal. There can be no honest credit without results. If results are had, history will be fair. The city planner—a composite fellow now—would better be occupied with knowing to a reasonable certainty that the street planned in the studio can be accomplished on the surface of the earth.

The powers that were Pericles' and Caesar's, the imperialistic anointing which was the portion of Wren and Haussmann—are things of the past. Dealing with the American public and municipalities, a plan on paper is one thing; its realization distinctly another.

With so many cities in the United States attempting city planning in some phase—most of them groping in the dark—it may safely be predicted that the next ten

years will witness the professional recognition of the "new" profession, city planning. This profession will embrace, blended as component parts, architecture, engineering, the law, and its energizer, scientific promotion.

Eight years of successful negotiation of the Plan of Chicago by the Chicago Plan Commission is the reason for giving to city planning this new definition or interpretation.

Surveying the entire field of city planning, it is apparent that many architects see before them only the drawing table, materials, and an expanse of clean white paper. That, naturally, is as far as the technical branch is expected to penetrate the profession. But——

If they would also realize something of the practical problems to be solved, to enable the promotive side to convince a critical, apathetic, and skeptical public;

If they would see the difficulties of official action by the city authorities;

If they would see sectional prejudice and personal selfishness looming up to throttle their paper plans;

If they would see the opposition of the property owners whose property will be taxed or taken;

If they would see the delays and drawbacks of possible jealousies and bickerings of conflicting powers, and progress hindered by frequent changes in administrations;

If they would see the difficulties of successfully financing their projects;

If they would see the hundred-and-one things to be accomplished from the education of the public down to the trial of the case by law;

If they would see the legal pitfalls after the steep and

dreary climb in procedure has been made and the summit reached in court;

If these things could appear apparition-like, shadowing the clean expanse of paper on the draftsman's table——

Then, perchance, there would be avoided the drawing of a street plan, such as was made for a certain American city where existing conditions demanded an adequate street connection between the congested center and an expanding outer development. Instead of proposing to widen an existing connecting thoroughfare which was only slightly out of the direct line, there was proposed on paper an entirely new artery to be cut through extremely expensive property almost immediately parallel to the existing street. As a paper plan it was ideal, the personification of aesthetic elegance—a beautiful, architectural symphony. It was rejected, however, because it was not practical.

The old street in that city could be likened to a good nose on a good face. It was perhaps a Roman nose, and the architect thought to make it more classic by changing it to a Grecian nose—when all that was necessary was a slight operation for adenoids.

That illustrates in a nutshell the "other side of city planning"—the practical problems encountered by the promoter—the Plan Commission. The present-day world of city planning demands a rich infusion of common sense. Too much theory is advanced that is formal and conventional, as opposed to the practical. There is a broad avenue for escape from that which is purely academic on the one hand and that which is largely theoretic or speculative on the other.

The present-day city planner is no longer merely an architect; he is a composite fellow—architect, engineer, promoter, journalist, educator, lecturer, lawyer and, above all, a diplomat.

London could have outrivaled Paris as the world's center of orderly development had not the City Council in 1666 in large part rejected the Wren Plan. Plan commissions were not in vogue then.

Great railroad terminals could not have projected themselves on elevated structures into the hearts of two American cities had there been plan commissions to prevent.

When Daniel Hudson Burnham was invited to make recommendations for relief from central traffic congestion in New York, had there been a plan commission, doubtless his suggestion would have been realized. It failed, it was said, because of the cost involved. New York is a rich city. Does a rich man, when convinced his life is in danger but can be saved by a major operation, defer the matter because of the probable size of the doctor's fee? No. New York's plan for central relief failed because it lacked proper educational propaganda and organized effort in other essential directions.

The success of the Chicago Plan thus far is primarily due to two facts. First, that its author, Daniel Hudson Burnham, was more than a great architect. He was a real planner and a great business organizer. He surrounded himself not only with the best technical assistance obtainable in America, but he sought constantly the advice of committees of business men, among whom were the foremost captains of industry in the city of Chicago.

Second, because when the Plan of Chicago passed

from the hands of Burnham and The Commercial Club to the city, there was promptly created a Plan Commission, organized in its personnel to cope with the practical problems of city planning, and provided with funds for the establishment of a promotional department. The permanent chairman of the commission, appointed by the mayor, was Charles H. Wacker, one of the city's leading men of affairs—a man of tireless energy and possessing to a marked degree the qualifications necessary for the successful realization of the Plan of Chicago.

In the early development of this Plan—the most comprehensive presented to any city since Haussmann's Paris—there sat in at the conference of the technical people a railroad president, ten of the world's greatest merchants, six bankers, an insurance official, six capitalists, a real-estate dealer, an iron manufacturer, newspaper publishers, two farm-implement manufacturers, a coal dealer, a bridge builder, a lumber dealer, a corporation lawyer, a dealer in pig iron, a printer and publisher, a manufacturer of railroad supplies and a ship chandler. That, substantially, was Chicago's list of original city planners. They represented the promotive side, and were backed by other of the city's foremost business men who, while not doing the committee work, largely furnished the financial sinews of war.

The technical business conferences instituted by Mr. Burnham and the members of The Commercial Club and maintained until his death have continued to be the practice of the Chicago Plan Commission, with its consulting architect, Edward H. Bennett, who collaborated with Mr. Burnham in creating the Plan of Chicago.

The example of this business organization actively identified with a professional problem emphasizes the order of the day the world over in other directions of public concern. This is notably shown in the rumored "split in the British Cabinet," where, to create a balance, it was urged that "lawyer politicians" be supplanted to some extent by naval and military experts and business men with great organizing capacity who had proven their ability in their respective lines.

The future of city planning in the United States, the function of the Plan Commission in financing the work under the "new" profession is a subject of sufficient importance to be treated in a separate chapter.

CHAPTER III

WHAT IS CITY PLANNING?

CITY PLANNING is not understood in America today and never will be until mistaken notions based upon popular tradition are effaced. It never will be understood until the cobwebbed theory with which it is enmeshed is unskeined. It never will be understood until most that is popularly known is forgotten and a new and real start is made out of our own experience. This will be challenged, but that is not my business. My business is to state the truth about city planning. "Rot, rubbish, bunkum," choruses the city planning world, "what about Pericles, Caesar, Wren, Haussmann, and a host of others, whose names are written high in the hall of city planning fame? We have their works to guide us; we have the example of properly planned cities in Athens, Rome, Paris, Dusseldorf and others; we have the definition of city planning by scores of modern-day planners, architects, and engineers; and we have a wealth of data and expert theory on the subject."

Yes, it must be admitted that we have all that and, having it, we have nothing. We have nothing because America has no experience. Here an ounce of experience is worth ten tons of theory or the experience of others. Experience derived from the almost forgotten ages in countries where the conditions and the needs of the peo-

ple were different applies but little to America. We must make our own experience; then we can for a certainty tell something about what city planning really is.

Pericles, five hundred years before the Christian era, made Athens architecturally the most beautiful city the world ever has known. Architectural beauty fits only a small part of modern-day, city planning needs. Its chief worth as exemplified in Athens is that it constantly holds before us the ideal of beauty. Beauty with Pericles was the essential. Practical needs came second. Pericles lived and swayed in an artistic age. Everything else was then subordinated to the beauty and effectiveness of art. The people had no voice in affairs and their real needs were not considered. Everything was for outward show; nothing for inner helpfulness. The age alone was not responsible for this. Pericles was a man of ideals—ideals suited to the age in which he lived—and he had the power to satisfy them. His worth to the world will never be dimmed.

That is not the issue. The issue is that the planning of Athens cannot widen streets in America; all the glory of her architecture cannot supply parks and playgrounds for a burdened people; all the wonder of her ages cannot solve our transportation problems. All the powers of Pericles cannot substitute for the will of the American people, and all his execution cannot overcome the inertia of American municipal authorities. Athenian imperial decree cannot make light the cumbersomeness of American procedure in things municipal. What would Pericles have done in Chicago in the twentieth century? Haussmann made Paris by imperial decree. Paris affords many

physical examples of practical worth to American cities, but not one whit of the procedure of Paris applies to American cities. Paris afforded the world examples of splendid street organization, boulevard beauty, standardized height of buildings, grouping of buildings, placing of monuments and statues, and in all this there is food for the technical city planning mind. Valuable and pleasing as these are, they do not tell us how to get things done in America, and often they do not even apply to American needs.

The ideal Paris boulevard and business thoroughfare combined did not apply to Chicago in widening Twelfth Street. It was planned to boulevard Twelfth Street by making it one hundred and fifty feet wide and to park it with a double row of trees. Practical investigation showed that treatment would not fit the need. Twelfth Street is a business street coursing its way through an intensive railroad and industrial area. A boulevard and a business thoroughfare combined seemingly is impracticable in America. In the case of Twelfth Street the people opposed it. They pointed out that where a part of the street had been boulevarded business had been killed. They did not want a street so wide that business would be lost in it. They wanted their street preserved as a distinctive business artery, which it was—destined to be one of the leading business thoroughfares in the city. And so it was decided to make Twelfth Street one hundred and eight feet wide. It was laid out clean from curb line to curb line to care for business and traction needs and traffic.

Not Athens, nor Paris, but Constantinople gives the

Pittsburgh. This industrious city grew from a population of 419,229 in 1898 to 579,091 in 1918.

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most encouragement to America. Constantinople has not the right of condemnation. If the city cannot acquire from private owners needed property for public use, it waits for a fire. Under the law, if the buildings on private property are consumed by fire, the city has the right to confiscate that property for public use without payment to the owner. Obviously, when Constantinople wants to make public improvements where private property is needed, a fire is conveniently started and the rest is easy. The Constantinople method might tremendously help and simplify city planning procedure in American cities. What should be impressed here is that city planning in America is not a mysterious something built up solely in the minds of a limited group of architects with city planning aspirations. It is the simplest and most elementary proposition in the world. The planning of a city means making it what we would make our individual home—a thing of order, of convenience, and of attractiveness. The quickest way to bring this about is to get the people truly to regard their city as their larger home.

Technical skill is fundamental, of course, and that is where the architect and engineer step in, but more important than these are the tremendous tasks of stirring public opinion and securing public consent, after which comes the exasperating problem of complying with the manifold complexities of American municipal rule. That is where the technical man steps out and the promoter steps in. Education and procedure are basic in city planning in America, and until these facts are grasped by the people and the authorities, no substantial success will follow. City planning, rightly understood, should mean a boon

to all the people in the city. It should safeguard and develop the interests of all classes. What did Athens, glorious in works of art, really do for its people? Did Athens, a symphony of architectural beauty, serve the practical needs of the masses? It is not my purpose to depreciate the beauty of Athens, but to show that the principal asset to America in the lesson of Athens is in its attractiveness and to reduce that part to the practical needs of American municipalities.

Charles H. Wacker, chairman of the Chicago Plan Commission, has reduced the problem of city planning in the United States to this definition: "It promotes trade by supplying direct and easy ways for the extension and development of commerce; fosters city growth by making it easier and cheaper to conduct all classes of business; increases and insures all property values by preventing the many evils of haphazard building; makes every citizen a more efficient worker by saving time and money in transit of goods and people; and, above all, it assures to that city which adopts it a future citizenship sound in body, mind, and morals."

Unless we solve these problems our cities cannot continue to grow and our people continue to be healthy, happy, and prosperous. Thus it can be seen how important these things are to every man and woman in the cities of our country and why all should be informed about them.

Salesmanship has been to me the biggest word in the dictionary, the most positive thing in life. Through salesmanship, I hold, the world makes the greatest progress, and from years of devotion to that idea I am unable

to view city planning advance from any other standpoint. From that vantage ground has been done such work as it has been my fortune to be identified with.

City planning work in all its practical essentials is a work of promotion — salesmanship. We know that in this country advance is possible only as we convince the majority of citizens that our plans for improvement of cities are for the highest public good. There is no improvement on this side of the Atlantic by imperial decree, and the ballot must precede the builder.

Before active work can be done in replanning our present cities — before streets may be widened or parks created — money must be provided. There is only one source for this money, as we all know, and that is the public purse. The same arguments which will open the private purse will open that of the masses. The answer, it is submitted, is contained in the word salesmanship.

City planning, when carried out, deals first with real estate, with the streets which the people own, with the parcels of ground on which they have erected their homes and places of business, and with the spacious parks in which they find recreation. The trouble is, in the United States our citizens have been drilled so thoroughly in the ideas embodied in our constitutional rights and liberties, that most owners of property do not realize, or refuse to admit, that their ownership is an equity in which is shared the rights and privileges of their neighbors.

What do people who invest in real estate in any city buy? It is not so much mere ground, so many feet this way and so many feet another. What the people really

buy is civilization. They buy transportation, electricity, gas, glimpses of the ocean in one city, vistas of parks in another, and views of boulevards in a third.

What is city planning?

In its very essence, it is the intensification of civilization.

Thus the city planner, to succeed, must be a salesman —a salesman of civilization, convenience, health, and beauty. These intangible things command the highest price because they bestow the richest blessings.

Viewing city planning as a matter of salesmanship, it is a problem of arousing interest, creating human desire, stirring the spirit for better things and inspiring human action.

Primarily to that end all effort should be devoted. New methods should be employed. It is obvious that no salesman of civilization can win his way until he has overcome, as a first step, the obstacles of lethargy and indifference. It is not opposition which retards city planning in America. It is non-education, indifference, procrastination and lack of foresight. These are the mountains to be moved. It is not difficult to convince the mature individual of the wisdom of city planning. The first difficulty is to get him to give serious attention to your arguments and, secondly, to stir him to action when convinced.

There is something in that masterpiece of literature and inspiration which many of us read too seldom and too scantily, to the effect that "As the twig is bent the tree inclineth."

In the employment of new methods, it is upon that idea

as the foundation that work was begun for the future realization of the great Plan of Chicago.

The ultimate solution of all the major problems of American cities lies in the education of our children to their responsibility as the future owners of our municipalities and the arbiters of their governmental destinies.

What startling changes have come upon American cities within the past few years! The demand for social justice is upon us. The people are clamoring for relief from evil conditions in all of our cities. The day of regeneration is dawning for the American city. Daylight cannot come except as we enlighten for good citizenship in our schools and shape the course of the developing citizen toward the realization of higher ideals.

The true function of the American school system is the production of a citizenship in which the training of the brain and building of the body has been blended with the development of the higher qualities of soul and conscience. We have reached a time when the citizen, to do his duty, must give heed to the welfare of coming generations and when our youth must be instructed in their obligations to their fellows and to the cities which shelter and develop them. In this right citizenship in relation to city planning is an essential requisite.

Our cities are coming into control of our nation, and if we are to have a sustained national patriotism, we must begin its development and cultivation by creating in the growing generation impulses for good order, cleanliness, honesty, and economy in the physical growth and political conduct of our cities. The most vital course to that end is the public school, and the best instrument for its accom-

plishment is the education of the children in the elements of city planning.

Our cities are interdependent in their striving for better things. The glories that were Rome's and Athens' resulted from the creation among their citizens of the spirit of civic devotion, and there is little room for doubt that this work of fostering city pride and loyalty was started in the very early boyhood and girlhood of their youth. It found its fruition in the magnificent cities which today, from their ruins, bespeak for their builders the respect and admiration of the modern world.

City planning is a science that is as old as the building of cities. A plan for a city is quite as simple as a plan for a residence. The latter has merely to do with our individual home — the former with our larger home, our city.

Much may be accomplished in this generation, but the building of the future city is not in our hands. It is in the brains and hearts of America's children. The regeneration of the American city and the preservation of the American nation must come from the efforts and the wills of an educated and civicly enlightened, scientifically created citizenship.

It is not only the duty of every citizen to help make his city a clean and comfortable place in which to live but, incidentally, a splendid business investment to make it so attractive to everyone, both resident and nonresident, that some of the millions of money spent elsewhere each year will remain at home. There is another and deeper motive in planning for the future greatness of the city than its splendid material upbuilding. This is of sig-

Spokane. Main Street, flanked by modern office buildings. In 1894 the site of the present wonderful city was a small trading post.

nificance only as it expresses the actual social, intellectual, and moral upbuilding of the people, and so far as in turn it opens the way for further development of this higher type. City building, as Wacker declares, means "man building." Who is there among us who is not lifted above sordid industrial existence into the realm of the beautiful and ennobling things in life by attractive surroundings? Beautiful parks; fine monuments; well-laid-out streets, properly lighted, paved, and amply provided with shade trees; relief from noise, dirt, and confusion —all these things and many others are agencies that make not only for the future greatness of the city but the happiness and prosperity of all the people within its gates. The ideal of a city must rise above mere commercial and industrial supremacy, taking the higher level of becoming an attractive, composite home for its residents, both of large and small means, as well as for the sojourner.

Such a city would not only attract a multitude of people seeking a home offering all the best advantages of city life, but would also restrain its citizens to some extent from going abroad seeking the advantages their own city should give. While the wealthier class of citizens in any community can build up beautiful residence sections on well-laid-out avenues and boulevards, what will become of those who have neither organization nor money to aid them in intelligently planning the most meager comforts of ordinary home surroundings? The interests of the inhabitants of the most unfortunate districts must be safeguarded beyond anything else, for they and their children form the backbone of the intelligent American laboring class.

CHAPTER IV

AMERICAN CITIES — THEIR GROWTH, NEEDS, AND DANGERS

THE destinies of the world's nations today hang upon the cities. Yesterday — fifty years ago — that is yesterday in the life of a nation — ninety-seven out of every one hundred people in the United States were rural residents.

Today — fifty-four out of every hundred live in cities.

The masses are swarming to the cities. The urban population is running a neck-and-neck race with the rural for supremacy in national affairs.

What of the city?

What is more sensible than increasing the nation's wealth by increasing the efficiency of the nation's greatest asset — the health and well-being of the urban population?

The life of a nation is the life of its people.

The national life is great or dwarfed just in proportion as the life of the people is broad and developed, or mean and stunted.

In the days of the Civil War, the United States was nurtured by the sturdy, healthy, honest, and capable countryman. Now the country and the city equally supply the storehouse of the nation with statesmen, navy, army, and civilians.

What effect is this "fifty-fifty" proposition having

upon the life of the nation — is it sound or wholesome?

Is the nation virile; are its red corpuscles untainted, up to the full normal count; or do the white parasitic corpuscles with anaemic sickliness course through its veins?

The answer is to be found in the cities.

Preparedness — the Great War brought new and sinister meaning to that word. America must have body, soul, and mind preparedness.

The supreme nation of Tomorrow will be the nation of strong individual manhood.

Whether the future reign of the world shall be peaceful or turbulent, the nation strong of manhood will dominate.

The world's Tomorrow may usher in a contest of wits among nations or it may bring a new and more terrible contest of brawn. In either case manhood will survive.

The strongest nation will be that nation which does the most for its people in cities.

Up to the present, American cities, spongelike, have drained their citizens. Precious little have they given in return for their massed material wealth. For those who can pay, yes, the cities return something, but poor is the compensation even for the rich.

The tide of tourist travel away from America toward Europe, demonstrated in 1912 how meager were the inducements of American cities to attract and retain in their own country the hoard of tourists' gold.

In that year France received from American travelers six hundred million dollars. Switzerland received one hundred and fifty million dollars, and Italy one hundred million dollars.

America's manhood in cities must grow strong, aided by ample means for healthful recreation, by literature of character, by music placed within the reach of all the people, and the allied arts and sciences made easy of attainment.

Industrial and vocational education, every means of self-advancement, cultural as well as industrial, hygienic as well as psychological, must be supplied if the nation is to be kept from those pursuits and pastimes which cause decay, degeneracy, and disintegration.

Those things must be supplied which make for good citizenship, and they must be placed within the easy grasp of the people. That is the debt the cities owe their people —a debt that has gone too long unpaid; a debt that soon must be paid if physical, moral, mental, yes and financial, bankruptcy are to be averted in the nation.

As rapidly as we have been bankrupting our national resources and our American manhood, as alarming as the results have become, these are as nothing compared with the tax burden that has been put upon the people of the world because of the Great War.

The remedy must be found in planning our cities and in providing our people with means for healthful recreation and useful occupation. This means developing in our nation body, soul, and mind stalwarts. It means that such a nation can only attain development through the scientific planning of its cities.

Back of all this is the fact that the success of the nation depends upon its commerce. A thriving commerce is unrestricted in its legitimate expansion. A stagnant commerce is hampered and unaided in its efforts to expand.

Philadelphia. Broad Street looking north from Locust Street. In two decades, from 1898 to 1918, Philadelphia grew from 1,219,463 to a city of 1,709,518 people.

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Building cities as they should be, means supplying the greatest possible lubricant to an easy and successful commerce.

When we properly improve and systematize city thoroughfares, we facilitate transferring and thus is commerce aided.

When we make possible and accomplish the best development of railway lines, especially terminal facilities, we give a great boon to commerce.

Whenever transportation of any kind is expanded and facilitated, commerce is aided and advanced.

When we create parks, playgrounds, pleasure piers, and bathing beaches, we aid the efficiency of the people by increasing the public health. Commerce is also a beneficiary.

In March, 1917, the United States Supreme Court, by a vote of five to four, upheld the Adamson Law, which provided for a uniform eight-hour day for railroad employes or the alternative of ten hours' pay for eight hours' work. It was estimated it would cost the companies fifty million dollars per annum to comply with this law. When the Adamson Law was introduced in Congress, the business element of the country, through a representative committee, attempted to secure the appointment of a Board of Arbitration for the purpose of analyzing the question both in the interests of the railway companies and their employes. This effort failed. The railroad side of the question had an insufficient hearing, notwithstanding fifty million dollars is fifty million dollars. It was generally conceded that the Adamson Law would not be held constitutional by the Supreme Court, but its adjudi-

cation, by a vote of five to four, is now a matter of history. Immediately the railway companies sought relief through the Interstate Commerce Commission by demanding a hearing before that body for the purpose of securing a five per cent increased freight-rate privilege to offset the burdensome tax of fifty million dollars imposed upon them and to enable them to secure necessary capital for development work. I am not taking the side of the railroads in this controversy and I do not know whether the employes were just in their demands and if these should have been conceded, but I do know the disposition in this country in recent years has been to harass capital by restricting legislation, which always tends to arrest natural development and expansion. There is something paradoxical in the whole situation of labor versus capital. My personal opinion is that there is ample room for revision of ideas and demands on both sides of the question. It is also a fact worthy the consideration of the laboring element that labor can be supplied and wages maintained only through the power of the great industrial companies to properly and legitimately expand. When expansion is restricted labor becomes a drug on the market—a condition labor seldom seems to appreciate.

The very things the railway executives wanted remedied at that time were remedied later by the government when it took over the railroads. Due to war conditions, it immediately raised the freight rates twenty-five per cent and the passenger rates—which the private owners did not dream of increasing—were varyingly increased, despite which the first year's operation showed an

enormous deficit. All America now knows—and no one more surely than government officials—how frightfully our country was hampered shortly after it entered the war because of inadequate and clogged railway facilities due to long periods of hampering and restrictive legislation prior to the war.

During the food shortage in the United States in the spring of 1917, when prices were soaring beyond precedent in all directions, it developed that the situation was only partially chargeable to shortage. Congestion of freight cars in railway terminals cut a very large figure. On this point, the *Chicago Tribune* editorially said:

The food crisis and soaring prices are complicated by the complete breakdown of the railroads in carrying. Our national policy should be changed. The nation cannot expect to control food prices unless it permits the organization of responsible food trusts and it cannot expect the railroads to bear the burden of industrial expansion unless it permits them to expand. We have been kicking the railroads and busting the trusts; the result inevitably has been chaos in their distributive system. So long as we stick to the idea of punishing organizations instead of regulating them intelligently, we shall have with us thousands of irresponsible speculators instead of a few responsible institutions.

Our government, has persistently refused to see the necessity of protecting the railroads and fostering their expansion. It has failed to see that unless there are governing organizations, the responsibility for economic ills cannot be fixed on anyone. We cannot regulate prices if we would because we have not permitted the machinery for regulation to act. We cannot make the

railroads carry enough goods because we have not permitted the railroads to expand. Our food situation is the inevitable result of our lack of foresight.

One thing is certain — the government has since gained a liberal education in both directions. What will come of it? Government ownership, or a sympathetic treatment of the present owners by the government? The latter would seem to be the wise policy. America is not ready for government ownership of railroads; it will not be ready for such a move for fifty years. Government ownership leads to standardization; standardizing American enterprise now means the death knell of real progress. Government ownership in Europe, as shown by the case of Italy, has proven unsatisfactory. At the outbreak of the war plans were under consideration by the Italian government to turn the roads back to private ownership. The economic conditions of Europe are different from those of America, and conditions here for the next half century will not require the assassination of desirable but controlled competition.

The human productive activity of any great city or of any community has to bear certain overhead charges as a whole, just as has every business. The burden which comes to a community by reason of preventive sickness and death, which has to be borne by the community as a whole, makes up a staggering load of millions of dollars. It has been estimated that in the United States typhoid fever alone has caused a preventable loss of six hundred million dollars — every dollar of which was borne by the public. Every man who is cut off in the prime of his greatest productive activity by death, or who exists in a

Denver—A mile high in the Rockies—has kept its altitude with a one hundred and seven per cent increase in population between 1898 and 1918.

condition of impaired vitality or usefulness, becomes a charge upon the community.

The value of health preparedness through the proper building of cities is strikingly illustrated in the construction of the Chicago Drainage Canal. This great drainage system cost sixty million dollars. A health commissioner of Chicago is authority for the statement that, if the typhus death rate which existed before the canal was constructed had continued after it was built at the same ratio until the year 1912, the loss would have been seventy-five million dollars—enough to pay for the canal and a great deal more. It was found that fifteen thousand citizens had not died of this disease between the time of the completion of the canal and the period mentioned. This represented a monetary value of seventy-five million dollars.

It is estimated by economists that the average value of each living human organism or life to the community or to society is twenty-nine hundred dollars per person. The wealth of a nation is rated by its population. On this basis, the economic value of the people of Chicago October 1, 1915, was $7,155,105,400, which was equal to the estimated total wealth of the United States in 1850.

Increases in population have taken place in the United States which would have been thought unbelievable two decades ago. This remarkable development in the growth of cities has not been confined to the newer or more potential sections of the country. It has been country-wide in its distribution. Boston, the metropolitan center of the nation's oldest civilization, twenty years ago had a population of 526,576; today it is 757,420.

New York half a generation ago was 2,860,091; now it is 5,602,841.

Philadelphia in two decades has grown from 1,219,463 to 1,709,518.

Atlanta, little more than a "country seat," is today the metropolis of the vast southwestern area with a population of 190,558.

Birmingham, the southern Pittsburgh, in twenty years has become a first-class city with 181,762.

The real Pittsburgh has grown from 419,229 to 579,091.

Staid old romantic New Orleans has felt the influx with an increase of thirty-six per cent.

Chicago, the central metropolis, has soared from 1,518,742 to 2,497,722. Each year Chicago has added to its population numerically a city the size of Peoria.

Detroit, its neighbor on the east, ascending like a skyrocket from 261,693, has attained an altitude of 603,993.

Cleveland, the Hamburg of the Great Lakes, has catapulted herself skyward in nearly the same ratio.

Dayton has grown from a trade center of farmers to a teeming manufacturing center of 127,224.

Minneapolis, the nation's north-central outpost, has sustained an increase of eighty-nine per cent.

Denver, a mile high in the Rockies, has kept her altitude with a one hundred and seven per cent increase.

Oklahoma City, twenty years ago the center of the Indian Territory, and scarcely a dot on the open prairie now boasts of 95,265.

At that time Dallas was budding forth with 43,445, timidly pushing up her first skyscrapers — a perilous oc-

cupation then. It is now dotted with tall buildings, fine hotels, and is a hustling citizen army of 126,362.

Houston has gone the same way, pushing Dallas hard.

Kansas City has jumped ahead with an increase of ninety-two per cent.

Los Angeles, the southern sentinel of the Pacific, has lead the western Marathon from a start of 96,853 to a finish of 519,206.

San Francisco, the gateway to the Orient, devastated by fire and earthquake, with the sublime spirit of American frontier fortitude, leaps despite her terrible handicap, from 329,344 to 467,269.

Portland, the Eden of the Central Pacific Coast, basking luxuriously at the foot of Mount Hood, has fared sumptuously as shown in the increase of two hundred and eighty-two per cent.

Seattle, the Naples of America, wondrous of setting, gate to Alaska, thirty-five years old—is 348,639.

Spokane, a ranchmen's trading post twenty years ago, is today a metropolitan city of 150,323.

During these two decades the population of the United States increased from 72,080,516 to 102,017,312. Of this increase of 29,936,796, forty-four and one-half per cent went to the cities.

The growth of our cities is phenomenal and the list as a result is too great to enumerate completely. There is more wonder perhaps in the remarkable increases in the old cities like New Orleans and Philadelphia, than the new cities of Oklahoma City and Los Angeles.

The significance of this marvelous development is in its uniformity. Two hundred and sixty-seven cities in the

United States now have a population in excess of twenty-five thousand.

The partial table shown is startling enough to stir us to action because, if cities are to be saved from themselves and properly aided to continue their marvelous expansion, proper city planning must be effected. During all this amazing advance in the population of American cities, unprecedented in the entire world, what has been done for the city dweller? What has been the development of the cities along scientific lines? What, basically, has been done for the moral, sociological, and physical upbuilding of the people in the cities? Practically nothing. Yes, parks have been developed, electric lights have flashed forth, rapid transit has come, our school system is expanding, charitable institutions have been nurtured and increased—but beyond these, what? Meager returns to the people who have increased the wealth in the cities to a vastly greater extent than the increase in population. The city dweller has been given nothing beyond the actual requirements of his direct needs for the promotion of his business or industrial welfare, the education of his children and the care of the improvident.

More than this he deserves, more he is entitled to, more he demands, and more he most assuredly will get if the nation is to maintain its rightful place after the reconstruction following the Great War.

The masses in the cities have a right to grow and expand mentally, morally, psychologically, physically—yes and even financially—in the exact ratio in which they have made possible the tremendous expansion and wealth of the cities themselves.

During these twenty years of neglect, not only have our people in cities been denied their rightful heritage, not only has their health been menaced, their morals stunted and their general prosperity and happiness shrunken, but to this there has been added a tremendous economic loss and consequent burden resulting from procrastination. Meanwhile the cost of these paramount needs, which eventually must be supplied, has not only soared but will constantly increase.

America's greatest issue is the proper planning of her cities. This does not admit of haphazard or sporadic effort. When blissfully dwelling in the midst of peace and plenty, it was characteristic of the American people to become stirred to action only when face to face with dire need. Then too often we acted with hysterical haste and did the wrong thing.

We know better now and in safeguarding our cities, we must not permit our old habits to control our actions. There is no further time to lose in beginning the proper building of cities in America. More breathing space; freedom from dirt, noise, and confusion; more attractive surroundings; easier means of traffic movement; better means for healthful recreation—all these are basic in scientific city planning. Eventually we will have to supply vastly more.

More than ever in the future will our cities require that we realize that our people must be given every advantage for industrial education, every advantage of the arts and sciences, every advantage for healthful recreation, so that the body-soul-and-mind men may predominate and the nation grow strong and endure to the end.

We move through life so thoughtlessly and carelessly, little do we suspect what may come upon us and nothing do we do to anticipate misfortune and vicissitude. Nations in this respect are like individuals; particularly is that true of our own country. How infinitely better it would be if we could learn to perceive our needs and prepare for them.

On every hand are examples of our national improvidence.

Seldom do we see evidences of foresight where it is most needed.

Every year floods along the Ohio and Mississippi River banks cause millions of loss in a vast, rich, and populous territory. Each year new and tremendous loss is sustained.

This has been our experience for years until it culminated in the terrible tragedy, economic and human, with Dayton as the hub, in 1913, which cost five hundred and twenty-one precious lives and the appalling money loss of $163,564,793.

What criminal pity is there in the fact that government aid is not employed to the extent of the investment of hundreds of millions, if necessary, in the construction of works to prevent such loss. The initial cost would be great, but this would be saved many times in the end.

From 1832 to 1913, according to the United States Weather Bureau, nineteen floods occurred, during which the water was five feet or more above flood stage at Pittsburgh, Cincinnati, and Cairo. It reached a maximum of seventy feet, or twenty feet above flood stage, at Cincinnati April 1, 1913. Interspersed were many occasions

Seattle. The Naples of North America, wondrous of setting, gate to Alaska, thirty-five years old in 1918, with a population of 348,639.

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when the water was above flood stage in degrees ranging all the way from thirty-five feet up to the maximum. The great majority of these floods were due to heavy rainfalls in the Ohio basin.

The great flood in March, 1913, was due to excessive rainfall upon a surface already saturated. More than 100 municipalities in Ohio were affected and the total population directly concerned numbered 1,388,000. The approximate number of residences flooded was 40,637, and of houses destroyed, 2,220.

The railroad losses amounted to $16,168,565. The telephone and telegraph companies sustained a loss of $2,003,179. The total loss in fifteen districts on other properties such as buildings, bridges, highways, matured or prospective crops, farms and live stock, and losses occasioned by the suspension of business amounted to $149,393,049, making a grand total of $163,564,793.

This frightful figure represents the loss of a single flood. If applied, it would pay for protective construction. The loss of the 1913 flood alone would pay for the entire Plan of Chicago with its contemplated 198 miles of street improvements, parks, boulevards, and transportation rehabilitation.

I do not know what it would cost to construct engineering works to prevent these periodical floods, but the cost of just one flood—$163,564,793—is nearly half the entire cost of digging the Panama Canal. In all probability that one sum alone would be sufficient to protect the entire Ohio and Mississippi valleys from any recurrence of such deadly devastation.

This huge loss does not include the monetary value of

the 521 lives lost. On the basis of the value of a human life $2,900—this adds another $1,450,000. I suggested to a prominent engineering firm in the afflicted district that something might be done to prevent such loss and I was reprimanded by them for my ignorance of the whole subject. Coming on the heels of this, however, it is gratifying to know that, under the Ohio State Charter, there has been organized the Miami Conservancy District, with plans to spend $20,000,000 on initial plans to prevent a recurrence of the flood. Odd as it may seem, the thing to be adopted is the Dry Reservoir Plan known to engineers for hundreds of years. The people of the prosperous Ohio Valley—known as the Miami—have at last gone to work on the theory that the floods of the past have been unnecessary evils, and are now determined to be freed from such dangers for all time to come.

This work is to be financed by bond issue and it is pointed out that the property affected will have an added value of $100,000,000, although the safety plans will cost but $20,000,000. Here is proper planning actually showing a huge profit—as is always the case—to say nothing of saving an enormous loss.

The foot-and-mouth disease epidemic in cattle in the year 1914 in the United States caused a loss to private owners of between five and six million dollars. One hundred and twenty-four thousand animals were killed in twenty-two states. Illinois was the worst sufferer—fifty-one counties being affected. The first outbreak, it is said, was due to a wrong diagnosis by a government expert at Niles, Michigan. It is claimed that this cattle

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Dayton, Ohio. The great flood in March, 1913. Total loss in property and lives $163,564,793.00, nearly half the cost of digging the Panama Canal, and enough to pay for the entire Plan of Chicago.

disease is hundreds of years old and has been practically stamped out in Germany and Holland. It has appeared in the United States on six different occasions—1880, 1884, 1890, 1902, 1908, and 1914. The 1914 outbreak was the most serious. Instead of adopting preventive measures in the United States, we slaughtered whole herds of valuable animals and but partially compensated the owners with government money at the market price per head for cattle on the hoof.

Did we have any special dispensation of Providence that a foot-and-mouth disease epidemic would not some day attack and destroy with terrible loss thousands of cattle in our own country? No, with the sense of security of an ostrich with his head hidden in the sand, we made no effort to anticipate this calamity. As a result of our fashion of shortsightedness and unpreparedness, we permitted it to come upon us to be met with ruthless disregard of private rights or values. Avoidance could have been had in profiting by the experience of world-old cattle countries.

In an attempt to make restitution for this enormous private loss, federal and state governments equally shared.

Congress, before the close of its session in March of that year, appropriated $2,500,000 for the eradication of that disease and to aid in paying for the losses. Energetic efforts to stamp out the disease were immediately made by both federal and state officers. Thus with tremendous energy we attack our favorite pastime of locking the stable door after the horse escapes.

The total government appropriations for the Panama

Canal from 1902 to 1917 were $396,010,563.14. The excavations from 1904 to 1916 cost $248,520,343. Of this total, dry excavations cost $130,378,364; dredges, $118,141,979.

During the fiscal year ending June, 1916, the total amount expended for operation and maintenance was $6,999,750.15, more than half of that amount, or $3,513,350.06, being spent for dredging in the Gaillard (formerly Culebra) Cut. The increased cost was due to the slides on both banks of the canal north of Gold and Contractors hills, which caused the suspension of traffic and a great falling off in the tolls collected for the year.

The total loss due to slides in the canal during 1915 and 1916 amounted to the snug sum of $7,089,933.09. These are official canal statistics.

General Goethals is authority for the statement that these slides, costing the government millions, never would have occurred had not the government taken the word of geologists regarding the nature of sub-strata in the canal zone. General Goethals' exact words on that subject were:

The whole thing might have been obviated had we taken borings down through that entire area for a mile on either side of the canal, and determined the bearing strength of the various strata of rock and then computed what that rock would have to bear under the new conditions when the chances are it might have been discovered. But the geologists predicted that in that particular locality we were never going to have any trouble so that I presume in the early days it was not considered feasible to go to the expense that that would entail.

Naturally slides were not anticipated. But engineering science demanded that borings be made. Whatever this would have cost, it certainly would be a small fraction of seven million dollars and the end is not yet. If ever we are to learn preparedness, will it be only through devastation, tragedy, and economic loss? These will most assuredly be our portion. Out of them ultimately will the United States form stalwart national character.

In 1903 the Iroquois Theater fire in Chicago — that terrible holocaust which horrified the world — occurred at a matinee during the holiday week. Within half an hour after the first cry of "Fire," rang through the building, nearly six hundred dead were heaped in the galleries, mostly women and children.

Immediately the Chicago City Council passed drastic ordinances. Steel curtains and sufficient exits properly lighted were demanded. It was ordered that a member of the Fire Department be stationed in each theater during a performance. More than half a thousand lives were snuffed out in penalty for this belated precaution — our universal tendency of preparedness after the fact.

The burning of the steamer *Slocum,* in the East River, New York, in 1904, caused a loss of 958 lives. This terrible calamity, it was said, was largely due to rotten cork life preservers that dragged their wearers down. The captain of the ship was remanded to jail for criminal carelessness for this human sacrifice to unpreparedness. The lost lives could not be restored but the authorities were moved to stringent and immediate action for the preservation of human life on shipboard.

After the *Titanic* sank with its human freight of 1,517

in April, 1912, the federal authorities, in our hysterical fashion of reparation, immediately devised laws for the regulation of steamships in respect to life-saving devices, so drastic that the ordinary vessel could not possibly comply with their terms. So many lifeboats and rafts were demanded there was scarcely deck walking room aboard for passengers. Another example of doing nothing at the right time and too much at the wrong time.

The overturning of the steamer *Eastland* in the Chicago River, which cost 812 lives, in the year 1915, was due, it is said, to overcrowding and lack of proper inspection.

The list mounts up but this volume is not intended to be a chamber of horrors of non-performance of public authorities and citizens through not adopting preventive instead of curative means for safeguarding lives and money.

These examples form an eloquent plea in their pitifully mute appeal for preparedness instead of reparation. Preparation can be had; reparation is impossible.

The total loss in lives and property in this series of preventable disasters during a period of ten years, if computed, would jar the United States into realizing that preparedness, at no matter what the cost, is cheap.

In the field of city planning, a notable example of lack of foresight is told in the story of London in rejecting the Wren Plan. In 1666, after the disastrous fire, Sir Christopher Wren made a plan for rebuilding London; it was adopted by the City Council but never carried out.

Nearly two hundred years later, Baron Haussmann

FROM A PAINTING BY SIR GODFREY KNELLER.

Sir Christopher Wren, the famous English architect, who prepared a plan for the rebuilding of London after the great fire of 1666. Wren's plan was adopted by the City Council but, to the great detriment of London, was never carried out.

The opinions of certain powerful newspapers urged the belief that at last the moment had arrived for an ultimatum to Germany,

During the excitement, Congress was informed that of one hundred and ten ships which had been authorized during the previous four years, only four had been constructed, although Congress ordered sixty-seven rushed. Eight submarines, it was stated, which had been authorized under the previous administration were unfinished. The House was told that the navy was short twenty-four thousand men; that when the new dreadnaught *Arizona* was commissioned shortly before, it was necessary to retire to the reserve several other ships in order to make up a crew for it; and that more than fifty per cent of the tonnage of the navy was at that moment tied up at the docks for lack of men. The statement was made that if war came to the United States, the navy would have to go into battle either undermanned or manned with untrained men and yet the secretary and officers of the Navy Department said: "We are ready to go into battle."

That was the condition of affairs when the United States declared war on Germany. What has happened since is known to the whole world. The United States as usual has performed a daring and brilliant feat. Nothing in the world's history can compare with it, but nevertheless it stands as the severest indictment of our unpreparedness.

Many critics have endeavored to determine the responsibility for our pre-war military and naval unpreparedness. While it is wise that our national constitution gives us the right of free speech, we must come to learn,

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The Panama Canal. One of the famous Cucaracha slides in Gaillard (formerly Culebra) Cut, which could have been avoided by proper geological surveys before the canal work was begun — a costly example of American unpreparedness.

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under that right, the difference between constructive and destructive criticism, the difference between honest and unfair or dishonest criticism. All criticism is dishonest when it takes its poisonous darts from selfish quivers. It is merely stupid criticism when it aims them from the bow of bias and prejudice, although it may be none the less harmful.

Our national isolation and traditional peace policy influenced us as a people into believing there was no need for a big navy and army. We have learned better, but we could have learned sooner. When in all our history have our people been willing to stand for military preparedness in times of peace? Never. Let us acknowledge our fault and shoulder our share of the blame for our lack of foresight.

Unpreparedness, from time immemorial, has been a glaring characteristic of our people. It took a world's war and our entry into it to teach us our fault. At last, with terribly tragic consequences, we have come out of our lethargy, and if the Great War produces nothing else than a lesson lasting and final on "Preparedness" not only of our national defense but of all things that affect the welfare of the people, it will be worth all the billions of dollars and the scores of thousands of precious lives that have been given. We have sadly but wisely learned that not bluff but strength, power, money, men, and material all conscientiously directed to a given end will accomplish that end. We have learned that our victorious troops could win against the enemy by aid of these and these alone, and that all of our past indifference, carelessness, and inertia were parasites that were slowly but surely

sapping our national usefulness, manhood, and character. If the nation does not immediately adopt a rational system of universal training and service, it will only partially have learned the great and terrible lessons which the war has taught.

Before the war "bluffing" was unknown anywhere in the world in the sense it was attempted in America. In the "national game," if a man bluffs, he is either prepared to kiss his pocketbook good-bye or he reasonably hopes to put the bluff over. If he stays in the game, he usually "holds a hand" when he is "called." In the war, the United States held a hand and bluffing was not necessary, although some of our statesmen apparently believed that the great conflict, so far as our nation was concerned, could be settled by poker-playing methods. Bluffing is a dangerous practice. As a profession, it is a foolhardy pastime. Wearing an air of confident assurance on a "poor hand" in an attempt to deceive an opponent and cause him to "throw down his hand" is foolhardy when applied to national affairs. Before the war the United States was rapidly crystallizing into a nation of professional bluffers. Many of our motives, expressions, and acts were derived from games and sports. Outwardly there was "pep" in all of this but the war taught us that as a "clean-all," bluffing could be regarded only as a rank failure.

Never again in the history of our nation will our national character rear itself upon the expletives of poker, baseball, the stock exchange, the race track, and football. We have learned to quit bluffing and that preparedness is the only real antidote.

CHAPTER V

HOW TO GO ABOUT CITY PLANNING

ASSUMING it is universally recognized that city planning requires a scientific plan, financial resources, and an organization for its promotion, two questions promptly engage our attention. First, how to proceed in the acquisition of these things and, second, having secured them, how may desired results be obtained?

Many communities inspired with a desire for more attractive physical development are immediately in a quandary concerning the best manner in which to proceed. Too frequently a false start is made and work that otherwise would have resulted in desired accomplishment ends merely in fine reports, much agitation and ill-considered sketches. A well-grounded plan of operation, backed by wisdom and insistent endeavor, cannot fail.

Rarely in this country is city planning work initiated by the municipal government. Where this is the case the highest degree of success is not attained. The best results have accrued where the city planning movement originated with a group of substantial public-spirited citizens, or under the auspices of commercial or civic organizations. The reason is that at the very outset adequate funds must be available for technical advice and for the conduct of preliminary work to the end that public sentiment may be stirred. Appropriations by city administra-

tions for the first need are rarely sufficient. This is due to the fear of politicians that the censure of the community would be incurred by invading new and untried fields. Under the ordinary power of a city for making appropriations for corporate purposes the second need cannot be covered at all.

It is necessary, therefore, after the question of city planning has been raised, to secure an adequate fund either by contributions from citizens or by appropriation from a civic organization. The fund in hand, there should at once be sought the services of a city planning expert. No attempt at city planning should ever be made without such counsel.

An expert city plan once evolved, the next step is to create public sentiment, and when that is aroused, to secure recognition of the plan by municipal authorities. The obligation of the sponsors by no means ends with the mere submission of the plan to the city authorities. Accompanying their appeal there should be a well-thought-out plan of organization to be provided for by city ordinance. Until the time when city planning is established as a city department, the promotion of plan work should rest with a properly constituted quasi-public body. When such an organization has been authorized, and appointed by the mayor, adequate appropriation should be made by the city for its maintenance.

City planning bodies vary in name, jurisdiction, and official recognition in various communities. There are self-constituted bodies, so to speak, and those created by appointment of the mayor on the authority of the City Council. A plan body appointed under city authority is

perhaps best named the "Plan Commission." Its organization should embody all elements constituting the citizenship of a community; the mayor, his cabinet heads, and one alderman from each section of the city should be ex-officio members. The whole commission, under the executive leadership of a chairman, a vice-chairman, and a secretary, should in the remainder be composed of leading business men, representatives of all professions, union labor leaders, newspaper publishers, and political leaders of all factions. The church of all faiths should be represented, and especially where there is a mixed citizenship, all nationalities should have representation. Such a commission should be absolutely non-partisan and nonpolitical, but political faiths should have recognition in ratio to the political life of the community, and especially should the chairman be of one political faith and the vice-chairman of another. This method of organization naturally should vary according to the size and citizenry of the city. The work of the Plan Commission should clear through an executive committee typical in its selection of the personnel of the larger body. An official headquarters should be established under the supervision of a director of works to seriously carry out the projects initiated by the commission.

The power of the Plan Commission should be advisory and not executory, and it should act at all times as the intermediary between the city authorities and the people, and as a safeguard against unwise city development.

The Plan Commission should lend its first endeavor to the study of the Plan committed to it by the city. That reasonably accomplished, it should next recommend a

specific phase of the Plan for adoption and execution by the city.

The method advocated in this discussion is the procedure adopted in the creation of the Plan of Chicago by The Commercial Club of Chicago, under the direction of Daniel Hudson Burnham, and in the later organization of the Chicago Plan Commission.

The experience of the Chicago Plan Commission as outlined in this volume it is hoped may contain something of value to other communities, insofar at least as it justifies the method of procedure described for the inception, adoption, and organization of city planning effort.

MONEY is basic in city planning.

Without MONEY no tangible results are possible. This applies in its first significance to city planning in its inception.

MONEY is not only the root—it is the branches, the leaves, the blossoms, the entire tree from which to pluck the fruit of city planning aspirations.

For success in America, city planning must be divided into three main divisions. A "fourth dimension" we hope later to indicate as a future potentiality.

He who fails to proceed from this hypothesis will fail to get anywhere along the pathway of actual accomplishment. The shores of the mighty ocean of City Planning are lined with derelicts wrecked on the reefs and shoals of mistaken theory. That this is so is stupid when havens of facts are so easily attained. Right at this point, however, is where the practical city planning mind deserts the Utopian dreamer—he whose futile energies germinate largely in the boundless Saragossa Sea of theory.

Detroit. Griswold Street, its "Wall Street." Detroit's population ascended like a skyrocket from 261,693 in 1898 to an altitude of 603,993 in 1918.

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HOW TO GO ABOUT IT

The three divisions of city planning properly designated are—first, FINANCIAL—second, TECHNICAL—third, PROMOTIONAL.

In the parlance of the day the wag would nominate them as CONTRIBUTION, EVOLUTION, and EXECUTION. If our "fourth dimension" is to have a future place it could well be named SOLUTION.

MONEY must be had for plans. Plans must be had for promotional work. Promotional warfare must be waged before public opinion can be had, and without public opinion officials cannot be stirred to action.

Each of these steps logically and in order takes its place in the successful city planning program. The reverse of this procedure spells disaster.

Science, like nature's laws, cannot be reversed. It is just as possible to reverse a lawn mower and attempt to cut grass by running it backwards, as it is to attempt city planning by putting the cart before the horse.

The laws of many states restrict municipal authorities to the appropriation of funds for expert service only. Generally the statutes do not permit expenditures for promotional work. City planning is all promotional work in its inception.

Reverse the order of delineation and grasp these facts from a different angle.

The people are the first consideration in American city planning. Public consent can be had only after a comprehensive and far-reaching educational campaign with an idea of equal benefit to all elements in the municipality.

Before comprehensive plans can be had, experts must be engaged and then what do we encounter? MONEY.

MONEY in the beginning must be secured by contribution from public-spirited citizens. Aside from these facts financial, the best origin for city planning is in the hearts and minds of the citizens of the community and not in the city administration. Because this truth is not realized, city planning failures are everywhere recorded. There are many reasons for this, but without too careful an analysis, we may again cite MONEY as the leading factor.

Municipal authorities, naturally, will not appropriate sufficient funds for the inception of a city planning movement, even if they can legally do so. Fear of public disfavor of a too generous backing of an untried thing will deter them, if nothing else. Example of this is afforded in a city of half a million people where the appointment of a Plan Commission originated in the City Council. This commission was given an insufficient appropriation for the employment of experts in the production of an actual plan and nothing for its promotion. By the time an ill-considered plan was finished, the commission was discouraged. It had long before exhausted its funds and had accomplished nothing, because the support of the people was not secured as the necessary first step to success.

Another example is recalled of a city of nearly a million inhabitants, wherein the state laws would not permit the appropriation of funds for any phase of city planning work. The advocates of a city planning movement there, without funds and without prestige, actually attempted to secure an enactment from the state legislature to enable them to proceed. Failure was again re-

corded because it was not realized that before such legislation could be had, public opinion would have to be aroused. This well-meaning, but misguided organization soon went into oblivion because it worked backwards. Infallible proof again of the altogether necessary and almost priceless commodity in city planning—FAVORABLE PUBLIC OPINION.

Public opinion costs money, because to secure it requires education. Educational work in city planning is most expensive propaganda. After public opinion has been secured, city planning has only just begun. The Plan Commission, if properly recognized, must continue as advisers to the city authorities. The maintenance of such work requires MONEY. That is where perhaps the original subscriber should step out and special financial provision should step in.

It is not reasonable that public-spirited men, in addition to providing the funds for originating and promoting the city plan, should provide also maintenance funds for its progressive development.

Neither is it wise to anticipate sufficient funds from city appropriations for all Plan Commission needs after the adoption of plan work by the municipality.

Special financial means eventually must be provided.

The idea of a city planning department as a part of the city government has been advanced. Under such an arrangement, naturally, ample funds could be provided from city sources.

There is no established precedent for this theory. Whether at any stage in a city planning program a city planning department would be a desirable feature of

municipal government is debatable. It is obvious though that no new department can be established in any city without a public demand for it, and also that no public demand can be had until educational work has created it. To create the demand there must be plans ably drawn and vigorously promoted. The only way those essentials can be secured is by raising money from private sources and expending it in the manner indicated.

After the plans have been created, after the educational propaganda has been waged, and after something tangible has been realized to prove to the public the benefits of city planning — then the question of establishment of a city planning department for the further development of the plan logically may be considered. Then looms up the question as to whether or not it is desirable, feasible, or possible for the people of a city to adopt officially plans which may require many years to complete.

Further, as each part of the basic plan is developed, circumstances within the city may lead to changes in detail in that basic plan which will require further educational work. A street which may have been laid out for a boulevard may be found, when the time for its development comes, to require such treatment as will make it a business street for heavy traffic, as was the case with Twelfth Street in Chicago. Changes in the plan, naturally require educational propaganda and it is extremely doubtful whether a department of the city can facilitate that propaganda. Therefore, is not city planning a thing apart, to be kept distinctive from city government? Should not the Plan Commission — the promotive agent — be left free to act as an intermediary between the

people and the city authorities, promoting the plan with the public on the one hand and with the city officials on the other?

It may be too strong a statement to make that the death knell of city planning will be sounded when it is constituted a department of city government. In advancing the idea that it should be kept distinct from the city government, it is recognized that no rule is a good rule that is not elastic in some degree. There may be isolated instances where, under a favorable condition of physical needs and of statutory enactments, the reverse of this reasoning would be true.

It may be conceded that in a small city the knowledge of the physical needs of the city is widespread. The average citizen there knows what his city requires. In no large city, however, is it possible for the average citizen to grasp the larger needs of the city with respect to transportation, recreation, and public health. It is only possible to advance city planning in large cities by public education. Such work can always best be done by a semi-official organization of citizens such as a Plan Commission, and in the inception of the city planning movement, it cannot be done with any other agency or in any other manner.

Every efficient architect and engineer realizes that highly skilled technical assistance will never subordinate itself to the rule of city politics or civil service—both necessary in the establishment and successful conduct of any city department. The efficient man—the man with the initiative—the specialist on city planning—always works best where he has a free hand.

Yes, city planning as a branch of the city government might succeed if every city could produce a Charles H. Wacker to lead. Public-spirited Trojans like Wacker, and city planning specialists of experience and training are not logical products of municipal departments.

Great works for the benefit of mankind will continue to originate in and be fostered by the hearts and minds of public-spirited citizens. Welfare work for the people is inspirational and philanthropic. Always will this be the case in countries where there is no power conferred by imperial decree. Such power at least augurs something to the city planning advantage for people in absolute monarchies. Through the maze of underbrush incident to procedure in this country and through all the discouraging and exasperating delays occasioned by cumbersome American red-tape and conflicting powers, the Plan Commission—the agent of the people and of public spirit for the betterment of the city—must remain stalwart and progressive.

As indicative of the vital need of a Plan Commission in preference to a city planning department, it may be cited that in almost every city where extraordinary improvements are contemplated, it is usually necessary for the city officials to secure the cooperation of business associations and of other quasi-public volunteer organizations in order to accomplish their aims, such as bond issues and the like, These arguments and these reasons are not mere results of theoretical research. They are based upon absolute contact with things municipal, the result of years of cold experience, gleaned from all the elements involved in city planning in a great American city.

The purpose of this discussion is to show that city planning in America can best originate in and be fostered by a quasi-public body acting as adviser to the City Council and city departments. By keeping the Plan Commission free from the city government it is in a position to act at all times as a check against possible abuses of all kinds and thus it is likewise in a position to give endorsement and encouragement to the city authorities when that is desirable from a strong expert source.

To depreciate the willingness of city authorities to appropriate as generously as legally can be done for city planning work is not the intention of this discussion. In Chicago the Plan Commission has received, commensurate with the statutes, generous financial assistance from the city. The moneys thus had, however, and used only for expert technical service, totals only one-third of the sums expended in originating the Plan of Chicago and its promotion, all subscribed from private sources.

The Plan of Chicago, if aided only by such city appropriations as could be made under the limitations of the statutes, would never have been originated.

In logically closing the subject, "How to Go About City Planning," we now give consideration to the fourth or final step—the perpetuity of city planning effort. This we have named the solution of the city planning problem.

The answer is ENDOWMENT. Why not?

What more noteworthy humanitarian endeavor can there possibly be than making the cities more livable for the millions constantly swarming to them?

Benevolent people have substantially endowed all manner of humanitarian projects. The world's work has been advanced by such endowment. City planning is a basic factor in all philanthropic movements. Without city planning no endeavor toward the betterment of conditions in cities can or will reach the high notch of success which may be achieved with the assurance of a properly organized, well-defined plan for the growth of the city and its citizens. Safeguarding the health of our citizens means safeguarding the nation's greatest asset. Existing endowments for great humanitarian purposes include the Russell Sage Foundation, the Rockefeller Fund, the Carnegie Fund and a host of others. Why not city planning endowment?

The interest on a donated investment of three-quarters of a million dollars would yield a sufficient fund for the annual maintenance of city plan work in the largest city. The city of twenty-five thousand to fifty thousand people could maintain its work on the investment of perhaps one hundred thousand dollars. The needs of a city would naturally correspond with its size. Whatever its size, each city could produce a philanthropist of means ample for the local endowment.

Such endowments could be placed in the hands of a Board of Trustees, this board to direct the expenditure of the annual income and eventually invest the principal in such substantial manner as would perpetuate the donor's meritorious public enterprise. In what more fitting manner could a man, while conferring lasting benefits of the most far-reaching character upon a grateful public, perpetuate his own name?

HOW TO GO ABOUT IT

When city planning history is written, credit should be given to three sources — the public-spirited men who financially backed the plan in its inauguration, the technical people who created it, and the promoters who developed it. There is a vacant niche in the city planning Hall of Fame for the endower who assures its ultimate realization.

CHAPTER VI

ELEMENTS TO BE HARNESSED

EVERY city has its distinctive elements, varying in extent and variety with its size, geographical location, and the nature of its habitants. These are complex in some, simple in others, but each city has its own problems due to the elements it may harbor. These must be neutralized and assimilated in the successful city planning program.

Harnessing all elements and making them energize for his success is a prime mission of the city planning promoter. Advancing through harmony should be his constant aim. I elsewhere declared that the city planning promoter was a salesman of civilization. He is many kinds of a salesman, but he is primarily a harmony salesman.

Sectionalism; private and corporate greed; religion; tradition; class distinction; political factions; labor unions; foreign population; reformers; welfarers; civic, commercial, and social organizations; woman suffrage; native prejudice; indifference, and technical bias — all play their part in the life of the city. These must be blended into a harmonious whole.

What may be encountered in a single city is demonstrated by Chicago, preeminent in its multiplicity of elements. It struggles for expansion between sectional prej-

Los Angeles. Business district from Pershing Square. This southern sentinel of the Pacific has led the western population Marathon from a start of 96,853 people in 1898 to a finish of 519,206 in 1918.

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udice and private selfishness. The north, west, and south sides are geographically divorced, the boundaries being fixed by rivers, railroads, industrial areas and lack of street connections. The interests of these sections are quite as local as those of Washington, Philadelphia, and Baltimore. Although much civic propaganda is necessary at times, these three entities are reasonably harmonious on questions of policy and procedure affecting the whole city. Yet, as sections, they are individual and distinctive. The law of self-preservation would instantly assert itself in either of them if city planning discrimination were shown in the distribution of public improvements.

Approval must come from all the people if public improvements are to be financed by the whole city. Under this system one section of the city cannot be favored to the exclusion of another. Sectionalism is an important element. It must be studied, met, and fairly dealt with.

There are more organizations of various kinds—commercial, civic, fraternal, social, and religious—in Chicago than in any other city in the world.

The religious life of the city plays an important part in its activities, with varying doctrines and creeds.

Chicago has woman suffrage—another ingredient for the city planning caldron.

Chicago is the political forum of the West. It has all the boasted political factions of any community, and then some. It has factions within factions, and does not stop even there.

Chicago has twenty-two local governing bodies with taxing power. All of these overlap in their province

and are distinctly independent in their powers from the city. They are corporations on an equality with the corporation of the municipality itself.

Chicago has twenty-seven separate and distinct trunk lines of railroads. Thirty-five per cent of the city's great throbbing hub of commerce is occupied by railroad property. "All bound 'round" with steel highways, switch tracks, and terminals, the Loop cries for freedom, hemmed in on three sides by railroads and cut off by the lake on the fourth.

Scarcely any procedure is possible in public improvements, especially street improvements, without obligation on the part of the city to deal with railroad companies. The first street widening undertaken in the Plan of Chicago required the cooperation of four governing bodies and twelve distinct railroad companies.

Five-eighths of the nearly 3,000,000 inhabitants of Chicago are either foreign born or of direct foreign parentage. Thirty-seven nationalities are represented in its citizenship. Chicago, according to the 1910 census, had 265,948 Austrians and Hungarians. This is a larger population than any city in Austria-Hungary excepting the capitals, Vienna and Budapest.

Chicago has 501,832 Germans—more than half as many as Hamburg, Germany's second city, and one-seventh as many as Berlin, the capital.

There are one-quarter as many Swedes in Chicago as in Stockholm, the capital of Sweden. There are 75,000 Italians. This is equal to one-eighth the population of Naples, Italy's largest city.

Norway is here with 47,235, one-fifth the population

of Christiania. Ireland is represented by 204,821, one-half the population of Dublin, the Irish capital.

Twenty thousand Hollanders, 184,757 Russians, 20,000 Danes, 65,000 English and 7,000 French, with all the other foreign population, in 1910 amounted to 1,693,918 residents of foreign birth or direct extraction.

Truly Chicago is a "melting pot" of citizenship and a caldron of civilization. The Plan Commission is a crucible for the assimilation of all these elements.

Harnessing the elements in certain American cities is a lawn tennis pastime compared to Chicago's task as revealed by these statistics. Albeit, on that score I declare the cities toughest of assimilation are the so-called "all-native-American" cities. I will take my chances on the "melting pot" every time.

The cities of nearly-native-American population are steeped in prejudice, traditions, and class distinctions. These govern to the extent that real progress of any sort is like the old arithmetical problem: "If a frog in a well every time it jumps up one foot slips back three, how long will it take him to get out of the well?"

Although Chicago elementally is beset with more complexities than any other American city, they are a blessing in disguise—not a handicap. What Chicago is surfeited with on the one hand she makes up for in civic spirit on the other. It is Chicago's "I Will" spirit which grips the world's attention.

The hope of the nation lies not in such of its cities as are steeped in tradition, and rampant in class distinction. It rests upon and forever will remain vested in the communities which are thoroughly cosmopolitan.

Nearly everybody's failures are due to the wrong way of proceeding. Some fail through sheer carelessness; some through ignorance. Ignorance is an inexcusable negative, which only in small part can be charged to inexperience. Every man can use his own reasoning and perceptive faculties in deciding the right way, or he can use those of another. The trouble is that most people act upon assumption. Proceeding on assumption is like sliding down a plank fresh from a coarse buzz-saw in a gossamer garment. The slow and painful progress is always disastrous.

Why do not more people consult others about what they themselves do not know? Is it an all-consuming conceit? They walk right into things, without taking account of precedent, human events, or human nature. It is easier to walk in, than walk out. The return journey is either a swift slide or a long and sudden fall. A thud is poor compensation in front of a goal.

Wisdom and judgment are the sundials of experience with both men and things.

"Fools rush in where wise men fear to tread" is more true of private individuals and citizen bodies dealing with public authorities concerning the people's welfare than of any other toboggan of ill-considered approach.

The main essentials consist in educating the masses and swinging the city authorities into line. The main thing is HOW? That HOW is the submarine wrecking of much city planning endeavor.

The city plan promoter must make all things work together for good as he sees them. His job is to steer his course safely to a given end. Collision in the fog

will be avoided only as he marks the channel on both sides with sirens of common sense and good judgment. His pathway must be made easy by the use of all elements. This does not admit of the rejection of any. He will not sup with the Pharisees and reject the Sadducees. He will assemble all elements and keep them together. Early in his campaign of promotion he will learn the value of mixing with people—all kinds of people. He will discover their viewpoints; smoke out their antagonism; sift their peculiarities; and analyze their motives. Diplomatically, deferentially, and persuasively he will endeavor to swing all into line, while remaining steadfast to his cause.

Many people fail in their tasks, because they do not meet the other fellow and cultivate his acquaintance. This they seem to regard as of no value. Conceit, ignorance, inexperience, and self-sufficiency impel them to isolation, and a lone-hand course. The rest of the world—the world they need—dwells in Mars, Alaska, or Timbuctoo for them, but never in the arena with them.

I was once the director of an invading party of forty business men, who journeyed through the southern states on a trade extension mission for Chicago. The South was rapidly coming into its own—its natural resources were making new El Dorados, and the enormous and constantly growing commerce there was largely headed for New York. This we soon found was due to conditions following the Civil War. The South. devastated, bleeding and all but dead, sought credit where it could be obtained. Chicago, then a young city of struggling commercial pioneers, had its hands full to keep its own

footing. Trade expansion she desired, but sought with necessary precaution. Chicago could not extend the long-time credits which the southern merchants required. The New York merchants accepted their long-time paper, discounted it in their banks, and in this manner established trade relations with the South. An association developed which was hard to eliminate.

These things we discussed with the southern merchants to convince them Chicago was now their logical market. The balance of the argument we knew was in our favor. How to advance it with dignity and without offense was a hard nut to crack. It developed as an imaginary nut in the second or third city we visited. In this place nut crackers appeared at a reception tendered us. A white-haired, old merchant arose after we had made our overtures and explained our mission and with good feeling, fine taste, and choice common sense, said: "Why, gentlemen, the only reason we don't do more business together is because we don't know each other better." He was right. Our entire party realized it before he finished. Chicago, he showed, was trying to win the business of the South by very infrequent visits of its representatives. New York houses, he argued, kept their men there continuously, and the South literally swarmed with them.

"The reason we don't do more business together is because we don't know each other better." What stimulating words! How truly they apply wherever men and things are concerned.

Failures in public work are frequently recorded because acquaintance with people and facts is underrated or alto-

gether misconceived. Watch the so-called "reformer." What does he accomplish? Precious little. Why? Because he works backwards. Reformers never reform because they see only one side—their own. They have only one idea—the single viewpoint. They isolate themselves in a thick atmosphere of personal holiness. Their vision is warped and prejudiced. Holes so apparent through the thin ice warn away those who could help them.

Looking at all sides of a problem is the only way to solve it. "Learn it not" is the slogan of the reformer. He berates and fumes, he rants and he analyzes, he storms and he demands, he threatens and—stop, did you ever hear him plead? Perish the thought! He is too busy with the "I am" and that's fairly haughty and imperial stuff. Certain kinds of reformers are the hardest to swing into line with any general public program. Their business is to condemn everything but the limelight they struggle for.

The world's workers are always on their jobs, while the reformer indulges in his favorite pastime of throwing a monkey-wrench into the works.

What has all this to do with city planning?

It points to a moral.

Such morals are good, sound straps in the promotional harness if used.

The background of the whole harnessing process is the people. All the people—not a handful of powerful business men, nor a group of any men, nor a clique, nor a faction, nor a section, nor any religious element—the whole city must be swung into line with all its elements.

Exactly as a business executive keeps a lever on his business by contact with his patrons — feeling the pulse of his trade, so to speak, by smoothing differences and settling grievances both with the trade and employes — so does the successful city plan promoter meet and greet the people of his community.

He learns what is wrong, what the people object to in his plan and why; he puts to rights mistaken notions; straightens out misguided citizens; pleads with stubborn ones; and irons out misapprehensions. He encounters the long-haired proselyte of sensationalism who can find a place to be heard only in a public forum and puts him to rout. He invites opponents of the Plan to meet with him in friendly spirit and discuss differences. He interviews public officials and seeks the support of the press. He goes anywhere any time, summer or winter, night or day, to present his plan. He waits not for an invitation, he seeks it. He lectures and talks, he thinks and writes — in a word, with educated enthusiasm he advances his work by leveling all elements in his pathway.

The Plan Commission, as a harmony salesman, must know no creeds, no doctrines, no isms, no ologies, no factions, no caste, no prejudice, no faiths. These it must neutralize in an all-Chicago, an all-Boston, an all-Minneapolis, an all-New Orleans, an all-Seattle, an all-Atlanta, an all-Dallas, or an all-any-other-city-in-America issue.

CHAPTER VII

PUBLICITY

IT IS a wonderful thing to inspire people and move them to action.

The power of moral suasion is the expression of a fine science.

Half the pleasure in success consists in knowing just how it has been accomplished.

Some people speak of the "soul power" which gives its possessor some measure of control over others, as in the case of ministers and missionary workers who are practically masters of obstinate communities. Others describe this as "psychic force." The important thing is not so much the name given to such an agency as the fact that it endows a man to make others see and accept his point of view as their own.

The power to move people does not create itself. Hard and thoughtful work is necessary to produce it. Neither does this force succeed when it is of the so-called "press agent" variety.

There must be something to carry on. It is impossible to create anything permanent out of superficial knowledge and sensational methods. That this fact is comprehended so slightly is the reason of many failures. The mover of others must have it in him to move. This he cannot acquire by the "once-over" brand of effort.

Then those whom it is desired to move must be made to know what the moving is all about.

That is where the third factor steps in, which logically should precede the others. It is — something worth being moved about. If a thing is not worthy of the effort, it will collapse before it reaches the first turn in the journey. If the mover does not understand what it is he is trying to move and what is necessary to move it, he will crumple up before reaching the first milestone.

"Elementary stuff," someone exclaims. "Why the primer?"

There can be only two good reasons for being elementary in discussing publicity as the greatest leverage in city planning achievement. They are — first, of the nearly two hundred cities in the United States that have attempted city planning, not a dozen have made any real progress. Second, the fundamental value of promotion in city planning is either not recognized at all, or shows only the faintest conception of its requirements.

Hundreds of articles on city planning — mostly by technicians — have come to my notice. These all treated the subject in a "learned" manner, but not one word did they contain about how to DO the thing. Periodicals are published solely to advance civic work in its relation to city planning, but they altogether ignore promotional science as a factor in accomplishment. Books have been written, but all fail to advocate the necessity of right educational methods and provide nothing of promotive need.

This is either stupidity, ignorance, or superficiality. Sometimes it is jealousy.

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Portland, Oregon, Eden of the Central Pacific Coast, had an increase of 282 per cent in population in the twenty years ending in 1918.

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At the request of the editor, I wrote an article for a prominent New York journal touching on this subject. Being a sensible man, also a fair one to his profession, he urged me to, "touch them up a little," supplementing this with, "go after them hard." After the article was printed he wrote: "Nothing this journal has ever presented on the subject of city planning has created such a furore and aroused so much interest, but it will do them good."

When the Plan of Chicago was ready to go to the public—after the first simultaneous publication of some of the main essentials with drawings in the Sunday supplements of each of the Chicago papers (noteworthy publicity, by the way)—Charles H. Wacker, head of the Plan Commission, said to me: "Establish the Plan of Chicago with the people. That is the first big thing to do."

Naturally the sort of propaganda necessary in advancing the purposes and benefits of a city plan depends somewhat upon the extent of the plan and the size of the city. If the plan is limited or fragmentary, educational propaganda may be fitted to suit. But if a comprehensive plan for a whole city of size is proposed, in which each feature is a component part of a whole, a plan requiring years for its accomplishment while advancing a step at a time—then continuous, varied, and far-reaching propaganda is essential.

The whole plan must be made known to the people from the start. This cannot be done in a single report issued to the authorities and a limited group of influential citizens. Constantly and insistently must the Plan

be carried to the people in all sections of the city. Various means of introduction must be employed. When the ground has thus been made fallow, and a specific feature of the Plan is recommended for accomplishment, a short but intensive campaign for its realization must be waged.

The newspapers always are the most valuable medium for this, and fortunate is the city planner who never forgets that the newspaper publishers may be his best friends. Publishers, editors, reporters, feature writers, and cartoonists are ordinary human beings like all other citizens, and must be treated in the same manner as others with the welfare of their city at heart. A square deal all around is the sensible course and invariably brings results.

I once went to lecture in a large city that boasted much of its city planning endeavor. After a survey of the situation on my arrival, I abandoned my plan for a set lecture and instead of formally taking the platform, stepped out on the main floor in the very midst of the audience and talked earnestly and informally of the impressions I had received. Suddenly I shouted out, "You will not get anywhere, you are not started right." The next morning the leading, oldest, and most conservative daily paper in that city had a three-quarter column story of the meeting on the front page. But that is not what was important; it will come. Certain citizens, including those who extended the invitation to me, were provoked beyond measure. The paper had used my admonitory shot as headlines to this story. A group of leading business men who for some reason were not identified with the city planning crowd, told me it was the first time city

planning in that city, after twenty years of hit-and-miss effort, had been on the front page of any paper. They said, "Oh, if you had only come to us first we would have fixed you up so that you could have hit them even harder than you did."

Imagine city planning for twenty years and none of it worth enough to get on the front page of a newspaper. There is only one answer—while the plans may have been all right, *may,* I say, something was radically wrong with the attempt to carry them out. No one can more quickly see the faults of procedure than newspaper men. Their vast experience in dealing with current events makes them experts, with quick insight into weakness, superficiality, or wrong methods of any proposition. Wise is the city planner who, instead of acting on his own limited experience, seeks first of all the advice of the newspaper men and invites their cooperation. Much, of course, depends upon the plan itself—whether it is a sound one worked out by able experts, commending itself to the solid business men of the community, city-wide in its benefits, or whether it is unsound or devised solely in the interests of a class or a clique. If the latter, it is essentially not the mission of the press to support it.

Next to the plan itself being all right are the men who are behind it. If they are men who, because of their reputation, stand for something worth while, men who have no axes to grind, men of stability, wisdom, and unselfishness, the way to the press is manifestly easier.

Although the plan be all right, and the backers all right, still newspaper men have to be convinced of these things. They cannot be expected to take things for

granted any more than the city planner, and he should take nothing for granted. Above all, newspaper men are not mysterious; they are neither sorcerers nor seers. Their sympathy and support must be sought and may be secured the same as that of any other citizen.

If the city planner will go to the heads of the newspapers when he has something important to advance publicly; if he will be patient until he can secure a convenient audience; if he will then frankly and freely state his proposition, thus: "The situation is this—unless we can be assured of your support, we may as well stop before we begin; our hands will be tied; we can do nothing without your help;" if he believes that to be the truth and adheres to it; if his plan is right and the public interest will be served by its accomplishment; I say if he will go in that way and on such a platform, he assuredly will have the support of the press. He must know, too, that public conditions are right for the advancement of his plan when he wants to launch it. Bob Burdett once aptly said: "Never solicit a woman for foreign missions when her baby just swallowed a button and her pot roast is burning on the kitchen stove." This gospel is as good for city planners as it is for foreign missions.

Every person who has been charged with the advancing of public projects doubtless at times has been dismayed by the seeming lack of generosity of the press in accepting his statements for publication. A couple of paragraphs would perhaps appear when he fervently hoped for a couple of columns. If his eager scrutiny failed to discover anything in the issues in which he confidently expected big publicity, then chagrin, disappointment, and

even disgust occupied his thoughts. "Why," he may exclaim, and ask in the same breath, "will a great newspaper of twenty or twenty-five pages, supposedly devoted to the best interests of the public, ignore a message to the people on so vitally important a matter, but run an entire page of nauseating scandal?"

I have wondered at this myself, but have ceased to be dismayed — sometimes disappointed, of course — but now disposed to be more reasonable than in times of less ripened experience and, on the whole, grateful for generous treatment when reviewing the amount of space the papers have in reality devoted to the work in which I have been interested.

I hold no brief to speak for the press, but when it is realized that every day in the year the average metropolitan newspaper discards ten times as much "stuff" as it prints, it is not surprising that some worthy matter goes to the basket and not to the "make-up" stone.

A big daily is a tremendously busy and fascinating enterprise. The wonder is that it prints so much of real news, special articles not necessarily news, feature stories, comic stuff, editorials, and cartoons; and every twenty-four hours each regular issue is entirely different from the one before.

Like the United States mail delivery, working with ceaseless activity and almost unfailing accuracy, the wonder is that a daily newspaper relatively makes so few mistakes in hastily gathering and printing the news of the world.

Men have been heard to rail at misquotations and also what they termed "the publication of violated confi-

dence." Men who love to talk, and who are not always careful how they talk or what they talk about, usually complain the most of not receiving a square deal. Their own egotism, idiosyncrasies, prejudices, animosities, and personal aggrandizement are generally the reason in such cases. Newspapers give a wide berth and short shrift to those who are afflicted with these maladies. The best diagnosticians of human weakness in any form are newspaper men.

Eleven years of public work in dealing with the press finds me without a single axe to grind and free from fault-finding of any unfair dealing. In their stead I have only a profound respect for the power of the press as the greatest medium in current educational matters of true worth.

The trouble is that many men live so close to their own jobs that they fail to see the other fellow's. Somehow they come to feel that if their own sphere is recognized, nothing else matters.

The business of a newspaper is to print the news every day for all the people. In the make-up of the paper it is the purpose of the publishers to print such feature articles and editorial contributions as they believe will appeal to the general fancy. In this respect a newspaper is something like a moving picture theater. Regular attendants at the movies frequently wonder why certain reels are shown that could not possibly appeal to a seeker after real dramatic production. These forget that all classes of people, including children, attend the movies. An article appearing in a newspaper which does not appeal to one person may find a ready reader in another.

It is the very great misfortune of some cities not to have the hearty cooperation of their newspapers in matters of local need. While these may not oppose, they do not exert themselves to assist. This complaint has been made to me many times by leaders of civic work in other cities. On investigation it was discovered that the fault did not always lie with the newspapers but with the workers themselves in not cooperating intelligently with the papers.

Chicago's greatest civic asset is its great daily newspapers. These, without exception — partisan and non-partisan — blend and lift their voices for the welfare work of Chicago. They are the initial influence in civic advance and they make an issue of those things which spell the best good of the community.

When the chairman of the Chicago Plan Commission said, "Establish the Plan of Chicago with the people," the perplexing question immediately arose, "How start to do this to the best advantage?" The resources of the commission were limited. Obviously a large fund would have to be raised. That being the first step, the members of The Commercial Club (one hundred in all) were appealed to. In a few weeks nearly one hundred thousand dollars were pledged by these public-spirited men. They were willing to back with their own money the Plan they had assisted in creating. Already this small group of the city's foremost business leaders had contributed eighty-five thousand dollars for working quarters, minor technical service and the publication of the report on the Plan of Chicago. The latter was in the form of a beautiful octavo volume — the very finest example of printers'

craftsmanship. It contained one hundred and sixty-four pages, and one hundred and thirty-four drawings, charts and pictures, including fifteen full-page, six-color drawings painted by the famous artist, Jules Guérin. There were other full-page sketches in rich tints, besides many smaller illustrations in colors, and an index list of one hundred and fifty-four subjects.

Dignified and inspiring, written in the choicest language and technical phraseology, this book was suggestive of the Plan proposals rather than definite in its recommendations. It was immediately acclaimed by experts the world over to be the most beautiful and comprehensive study on city planning ever produced. It was quickly realized, however, that progress on the Plan could be made only by taking up one project at a time—a task of piecemeal accomplishment.

Simultaneously it was apparent that a volume of such magnitude—even though an important contribution to the nation's best libraries and municipal archives—was entirely unsuited for popular propaganda work. Its price was prohibitive—twenty-five dollars per volume—and a limited edition of only two thousand copies of this report was printed.

During the interval of more than a year between its presentation to the city authorities as a gift to the people of Chicago, and the appointment of the Chicago Plan Commission, to which it was committed for study and promotion, scores of periodicals and newspapers throughout the land published extracts from the Chicago Plan report.

These were supplemented by full-page and, in some

Minneapolis. Principal shopping street — the nation's north central outpost sustained an increase of eighty-nine per cent in its population in the two decades between 1898 and 1918.

instances, double-page feature stories in each of the daily papers in Chicago.

Then came the lull and the reaction. Talk of the great Plan was indulged in, sporadic reference to it was made in the press; agitators who opposed the general idea began to make themselves heard; and many gibes were made at the Plan. The most Utopian features of the Plan—those ideals which proposed benefits requiring a lifetime to realize—improvements that could only be accomplished in the remote future—were singled out for attack. In short, rumblings of the malcontents and the misguided were heard and there was danger that the whole Plan—with present dire needs and future betterments—was in a fair way to go to pieces, or receive a rude shock on the rock of dissension and misapprehension.

Dangers of this character confront every worthy plan at its inception. A sane and sound plan made in the interests of all the people is always bound to survive such storms. The Plan of Chicago survives.

It was known as "Chicago Beautiful" before its more practical name, "The Plan of Chicago," was officially adopted. The "Chicago Beautiful" cognomen gained wide notoriety and likewise developed much misapprehension. This added to the difficulties to be overcome by the Plan Commission. Agitators against the Plan quickly fastened onto the phrase "beautiful" and hurled sharp barbs of criticism at the Plan, which they designated as, "Beautiful but not practical."

It is astonishing how much mischief can be done by an unfortunate selection of a name. This always ends

in doubt, confusion, and misnomer. It appeared that only an act of Providence could span in the public mind the seeming chasm between the ideals in the Plan and their practical furtherance in face of the wretched physical disorder extant throughout the city. Perceiving this, the foes of the Plan satirically called it "An Idle Dream," "A Picture Plan," and "A Talk Plan."

At this point the Plan Commission took up its work. Wisely it determined that the people should be "shown" by starting on a single improvement in the worst district. Twelfth Street, crossing the most congested part of the west side, was selected for this beginning. This section line thoroughfare runs through a vast railroad industrial sector and is flanked by a mixed foreign population in its commercial and residential area, but it is basically one of the most important streets in Chicago and of the greatest strategic significance in the Plan of Chicago. Albeit, many people in more remote parts of the city were scarcely aware of its existence, and even less did they appreciate its importance, one way or another. But shortly it was destined to blossom into great prominence. Within a year after the Plan Commission began its city-wide educational work, and while the agitators were in supreme possession of their early strength, the ordinance for a public bond issue to pay the city's share of the cost of this improvement was passed by a referendum vote of all the people, which gave to the measure a majority of twenty-one thousand votes.

This order, produced out of chaos, was the direct result of a well-planned and far-reaching publicity campaign. The first move in this direction was a small book. One

hundred and sixty-five thousand copies were issued and distributed at a cost of eighteen thousand dollars. These were delivered to every property owner in the city and to persons paying a rental of twenty-five dollars per month and over.

The basis of this publication was the *de luxe* Chicago Plan book issued by The Commercial Club. Many of the drawings of the parent book were adapted to the smaller one. This booklet was entitled, *Chicago's Greatest Issue —An Official Plan.* Its ninety-three pages—carrying the three hundred and twenty-eight names of the members of the commission, representing every walk of life in the city—told the story of the Plan of Chicago to all the people in simple, easily comprehended everyday language.

First, it was shown that Chicago belonged to all the people, that the public property at that time was worth four hundred and twenty million dollars, and it was aimed to impress upon the average man his financial and personal responsibility in the welfare of Chicago. Then there was told the creation of the Plan of Chicago and, feature by feature, chapter by chapter, there was argued to the citizenry of Chicago the sanity and the wisdom of the Plan. One good stroke begets another. Columns of matter descriptive of this booklet appeared in the Chicago press. Thus a second large and valuable amount of publicity was secured. The newspaper attention resulting was a measure of the influence of the booklet and was as far-reaching as the booklet.

Chicago's Greatest Issue was sent on request all over the civilized world. Other Plan projects quickly fol-

lowed in the wake of the Twelfth Street improvement and the publicity campaign kept pace with or was always ahead of these,

An invaluable aid in the people's vote on the Twelfth Street improvement was the school textbook, *Wacker's Manual of the Plan of Chicago*. This came as an inspiration. It was the direct result of the admonition: "Establish the Plan of Chicago with the people."

The idea for a school book was conceived through concentration on three words—"Establish the Plan." Concentration is the keynote of success in many things, but greater than that is the value of an idea upon which to focus. Ideas for city planning publicity are worth everything and it pays one to search for them. This one came without searching, as a result of the suggestion from the always fertile brain of the chairman of the commission—"Establish the Plan." I have ever felt that the greatest possible distinction was due to the source of that idea. That is why the school book, of which I am the author, was named *Wacker's Manual* after the chairman.

Then, too, I realized that the chairman needed to be established quite as much as the Plan he was charged with promoting. It was clear to me that the people—all the people—should come to know intimately the individual who to a large extent held the destiny of the city in his hands. City-wide confidence in and knowledge of the Plan Leader should go forward shoulder to shoulder with city-wide confidence in the Plan.

The results of study of this book appear threefold—attracting the attention and sympathy of the parents to the Plan of Chicago through their children as a medium;

the training of a future citizenry to become responsible in matters of government control; the ultimate accomplishment of the whole Plan in future years through an enlightened citizenry.

The Plan textbook was adopted by the Chicago Board of Education in 1912—a full season's study before the first Plan project went to the people for their approval. This was the first departure of an American school board in admitting for study as a standard text a work on city planning and the duties of citizenship toward this great issue, although in European colleges and special schools city planning has been studied for more than thirty years. This, without doubt, accounts for the marvelous development of many cities across the Atlantic in accordance with scientific plans.

The first issue of *Wacker's Manual* was fifteen thousand copies. It was adopted as a part of the curriculum of the eighth grade course. In this the school authorities followed the wish of the Plan executives, whose conviction it was that the larger number of students, while finishing the common schools, fail to enter the high schools, preferring, either by choice or necessity, to take up business pursuits. It was believed, too, that there was value in an appeal to the children at their most impressionable age, and the way did not seem open to bridge the two schools with the study.

The text, which was in the form of a physical geography, contained all of the beautiful drawings in colors taken from the original Commercial Club Plan report. These were accompanied by innumerable charts and interesting pictures of past, present, and future Chicago.

The introduction recited the fact that: "Chicago is destined to become the center of the modern world if the opportunities within its reach are intelligently realized and if the city can receive a sufficient supply of trained and enlightened citizens." This led to an appeal to teachers and students in the thought that:

Love of country, the feeling inherent in every normal boy and girl, and expressed by them throughout their lives in their acts of patriotic devotion, by development of our citizenship is being given a companion sentiment — devotion and passionate interest in the safety and welfare of our cities. This new feeling of community patriotism — an outgrowth of modern conditions of life — takes the form generally of a high and controling pride in one's native city or in the city in which one abides and has adopted as his home.

Modern educators and leaders in public affairs, noting the birth and rise of this patriotic impulse in our cities, see in it a great factor for future good for the country. They see in it the approach of good government in the cities; they see, too, that development and cultivation of this impulse means good effects of the most stable and lasting character upon our national institutions by a deepening, broadening, and intensifying of national patriotism.

Thus arises a recognized need of bringing out in the children of our cities a sharp, clear, vivid interest in those cities, in their history, in their growth, in their present, and in their future. The fact that so many millions of our people now live in cities and that city growth is continuing on increasing lines means absolutely that the cities and their people will shape the course and form the destiny of our country at large. The cities will set the policies for the nation. Impulses for good order, cleanliness, honesty, and economy in government must

be the product of education of the children of our cities if our country is to continue its course in history and maintain its place in civilization.

This introduction concluded with the statement that:

It seems advisable to give a number of questions at the end of each chapter to assist the child in this rather difficult subject. In seeking answers to these questions the school child will have instilled in his mind a permanent interest in the civic welfare of Chicago that will be an immense benefit to the future of our city. Proper emphasis has been given to the history of great cities of the past and to the causes that led to their power. It is the earnest purpose of the author to make the child feel that in him rests the responsibility of assisting Chicago to attain its future greatness.

At the close of the first season's study an interesting discussion took place among the school authorities as to the interrogative method of study. Certain instructors wanted to change to the topical and others to the inductive method of instruction, but it was decided that at best the pros and cons of the three methods made it a moot question. A canvass of every teacher and principal showed an overwhelming majority favorable to continuing the use of the interrogative.

It was not easy to depict the Plan of Chicago in language sufficiently simple to be comprehended by eighth grade children, and the text was thought by certain instructors to be "over the heads of the children." The superintendent of schools thought otherwise and settled this point by stating: "It is better to draw the children up to the heights of the standard of the author than to

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plunge them down to the shallow depths of their own limited conception."

Study of the Plan of Chicago in the schools is fulfilling its purpose beyond the fondest anticipation of its author and those prominently interested in its success. Many teachers say the children regard it as their most interesting and fascinating study and beg to have more time for it. The more progressive teachers and principals have taken the study to heart, as they have taken Chicago to heart. Their interest in it is reflected in the pupils. This is expressed in the schools throughout the city by technical exhibits drawn by the children, Plan essays, orations, and recitals of the most interesting, valuable, and creditable nature.

I heard twelve children of alien blood on Commencement Day in a school where fourteen nationalities were enrolled, near one of the Ghetto districts, give three-minute orations on the Plan which, in the composite, I shall remember as long as I live as the best discourse on the Plan that anyone could deliver, not excepting the experts. Imagine the influence of this on the proud parents of these children, who were present. The thought of this impressed us with the certainty that the Plan of Chicago could never be turned back, and that it would go on and on to fruition propelled by the school children. The Principals' and Head Assistants' associations have been wonderful envoys of the Plan. The hearts of the officers of the commission are warm toward these organizations. They have helped to cement this mutual bond of civic devotion through meetings, addresses, supplies of current Plan literature and automobile tours about the

Introducing the Plan of Chicago to Chicago school teachers and principals, (1912).

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city, where Plan projects were in course of construction or being worked out in the city's workshops.

More than fifty thousand copies of *Wacker's Manual* have been published for the current needs of the schools. It has been reviewed in the educational periodicals of many countries. Every city of size in America has requested copies. Three cities have since adopted similar texts. Certain cities, notably Boston, ordered copies by the hundreds. Realizing the interdependence of all American cities, the Plan Commission has taken great pleasure in supplying this demand. But chief pleasure lies in the thought that the idea is beginning to take root everywhere in city planning that: "As the twig is bent, the tree inclineth." An interest is being created in it in the growing generation. Civic character is being built and civic spirit inspired in the youth, and so in the fullness of time—

When the boys and girls who are now provided with instruction in the responsibilities of citizenship and the benefits of good city planning reach maturity and assume the burdens of citizenship, city planning will have behind it an army of educated advocates of good civic order.

It was well stated by Mr. Wacker in his address before the National City Planning Conference that:

To succeed in city planning, the skill of the scientist and of the architect must be supplemented by all the skill, all the science, all the persistence, and all the energy any city can command in a promotive way before any actual forward step can be taken toward realization.

In Europe the city planning architect has all the forces

of the government at his back. In America he stands alone and unless by proper promotive effort the American public can be brought to support him and endorse his ideas, no city plan ever can be realized.

Enthusiasm is necessary. No matter how much merit there may be in a city plan, it is imperative that its promoters shall be at all times full of enthusiasm in advancing its claims to recognition and adoption. The city plan promoter who does not feel enthusiastic should do as Scarboro advised, "Get out and rub up against some fellow that does."

Optimism is another element necessary. Have the pessimists ever accomplished any very constructive work? Is it a sign of strength to doubt your own power and your own responsibilities? The optimist is the man who pushes forward himself, his business, and his community.

And to prove in Chicago that city planning temperance lectures, so to speak, were not being delivered by confirmed drunkards, we exploited this gospel among ourselves. After the school book came the lecture bureau.

We look back now with dismay and embarrassment at our first efforts to present the Chicago Plan, aided by the stereopticon. A wide search was made for material that could be adapted to our use. It was a futile effort almost devoid of results. American cities, at best, could supply but little either in theory or accomplishment. Parts of Europe, rich in both, could not interpret either to our advantage. Ancient achievement befogged the modern-day issue, and thus we went at it literally almost with "hammer and tongs" to build out of our own experience a lecture that satisfied us. The beginning was doubtful, but finally we succeeded in organizing a popular hour-

and-a-half lecture showing more than two hundred pictures of twenty-four countries of the world, which critics say compares favorably with the popular lectures of the day delivered by the professionals.

Our great difficulty was in finding a way to present the subject free enough from technical terms and drawings to hold the popular interest, yet containing sufficient of them to drive home the point and clinch the purpose of the Plan. As to material, it was a long process of growth and elimination. Likewise it was expensive. We soon found that it paid to give the people the best that could be had. Literally we learned by our own experience and shaped our course accordingly. This experience came in waves; the first one hit broadsides something like this:

At the close of a big meeting early in the lecture work a prominent public speaker and large user of the stereopticon approached the lecturer with, "You have the best lecture but the worst presentation and the rottenest pictures I have ever seen." Posthaste the next day followed a consultation with the city's best slide artist. There are many slide makers, but only a few good ones, and not more than two or three good slide painters. This is a real art comparable to miniature work. Luckily we engaged the exclusive painter for one of America's most noted travelogue lecturers. This discovery cost us treble what we had been paying for slide work (and we thought we had been getting something fairly good) but it was worth it.

Then, to improve the flow and interest of the pictures, we wrote to the United States consuls of the leading cities in every civilized country in the world to supply us the

names of the best photographers in their respective cities. This took time, but we were finally rewarded in collecting a remarkable portfolio of photographs of the best city improvements throughout the world so that, after making more than two thousand slides, finally we were able to cull down to two hundred representative ones and were satisfied that the lecture, from a pictorial standpoint, was made as good as possible.

Then another wave hit us amidships. It was at a community center meeting, in the great forum of one of the new public schools. Fifteen hundred people were present and there was music by the school orchestra and Glee Club. The principal was an elderly, lame Irish lady—blunt but wise. After the meeting the lecturer, noting her lameness, offered to conduct her home in his automobile. On the way he ventured, "May I ask you a question without any fear of being misunderstood?"

"I don't know," she said, "I'll decide that point after I hear the question."

"If you are as frank in answering my question as you are in answering my query, everything will be bully," replied the lecturer.

"Out with the question," she urged, "let's quibble about it afterward."

"How did you like the lecture?"

"If you had asked what was the matter with it or how did it take with the audience, I could have answered more to the point," she said reflectively.

"All right, put it that way; what is wrong with it?" for the lecturer knew now it was not right.

"I liked it," she replied, "but the audience grew rest-

less long before you were through; it is too technical, too detailed in matters of minor technical importance. These things seem important to you, because you are so close to your subject, but they mean nothing to the average citizen. People are not interested in who will place the bricks in the street after the improvement is made. Make your lecture interesting to the masses. All you can hope to do, and the best thing you should want to do, is to create a spirit for the Plan. Dry-as-dust technical stuff won't do that. Besides our people hear lectures every week on all sorts of subjects at these community center meetings and they become more or less critical and expert about such things. Adopt a popular style, cut out grades, levels, and——"

"Enough," cried the lecturer, interrupting her, "and thanks, awfully. That's just what I wanted; honest, constructive criticism is so hard to obtain."

Then followed a final revision which terminated in a continued refining process of the lecture in which all the best points gathered from the field of experience were blended.

The schools helped greatly in this lecture work. The Board of Education placed the assembly halls of the schools at the disposal of the Plan Commission without price. The more recently constructed buildings have splendidly equipped halls with seating capacities capable of accommodating from five hundred to two thousand people. The older buildings, while naturally not so well equipped, have comfortable halls seating from two hundred and fifty to four hundred people. There are in all one hundred and fifty assembly halls in the public schools.

These are neighborhood meeting places and, scattered about in all parts of the city, they are of wonderful advantage to any civic campaign where speaking is a requisite.

How to attract the people to the Plan of Chicago lectures in the schools was the task. Invitation to the parents from the pupils by the teachers was rejected as impracticable. Requesting the presence of the parents in this way did not appear quite personal nor comprehensive enough in its appeal. Besides, it was desirable to reach as many adults in each neighborhood as possible, many of whom have no children attending the schools. A plan somewhat expensive but very effective was finally arranged. The capacity of the hall in the school where the lecture was to be given was ascertained. An addressing company was then instructed to prepare addressed envelopes for twice as many people as the hall would seat, selecting the names from a territory adjacent to and surrounding the school. These envelopes, stamped and mailed by the addressing company, contained an illustrated lecture circular and two free family tickets. The body of these circulars was prepared in advance by the hundreds of thousands and when a lecture was ready to be billed, the addressing company printed the invitation with all details on the front page. This gave an "only and original" appearance to each issue of circulars.

Avoidance of anything stereotyped is of extreme value in such matters. This method of invitation never failed in season to fill the halls to their utmost capacity. As many as ninety of these school lectures were delivered in a single winter season. The schools were selected in

order and to equitably cover the city. The lecturing was all done by the three officers of the commission. In this lecture work it was determined to have the Plan publicly discussed by only those who were intimately familiar with every nook and cranny of it, so that there could be no possibility of misrepresentation or misinterpretation by anyone not thoroughly familiar with the Plan work.

The lecture circulars — a three-page folder — were designed after the style of the popular paid lecture propaganda. They contained, in addition to attractive illustrations, a printed tour of the world's cities visited by the stereopticon, a definite outline of city planning by the chairman, stimulating reference to a better city for all, a solution of our problems, a sketch of the author of the Plan and what was expected from the public to insure its success. As many as one hundred and fifty thousand of these circulars were mailed to citizens in a single season. Thus a large distribution of important Plan matter was had. This had its effect on thousands who did not even attend the lectures.

During the first seven years of the commission, nearly four hundred lectures were delivered. Fully half of these were delivered on invitation from all sorts of organizations — churches, lodges, fraternities, women's clubs, commercial organizations, factories, social clubs, colleges, special schools, and interests. One hundred and seventy-five thousand people — one in every fourteen residents of Chicago — have been directly reached with the Plan message.

The four great educational mediums in advancing the Plan of Chicago — the press; the Plan booklet, *Chicago's*

Greatest Issue; the school book; and the lecture course — were not without their special ramifications.

Chief among their effective publicity aids was a motion picture campaign. This consisted of a two reel feature entitled, *A Tale of One City*. It contrasted Plan proposals with existing conditions and was interspersed with scenes of human interest and attraction about the city.

It was difficult to blend still and motion pictures in reel form, but withal the exhibition was creditable and effective. The reels were shown in more than sixty Chicago theaters to an estimated audience of more than one hundred and fifty thousand people. The opening week was at the palatial Majestic Theater and on the opening night the audience, which packed the house to capacity, was as representative as a grand opera occasion.

Many other cities sought and secured the privilege of showing *A Tale of One City*.

Many specific publications have been issued by the commission. These pertain to the various Plan projects that required special explanation and promotion at the time of their initial advancement. Notable among these was a large, handsome, and strikingly effective printed argument with full-page drawings issued during the famous west side railway terminal negotiations between the city and the companies involving a sixty-five million dollar project.

Another notable pamphlet was entitled, *Fifty Million Dollars for Nothing*. It showed the people of Chicago how they could obtain thirteen hundred acres of Lake Front parks, playgrounds, and watercourses by utilizing the waste material of the city — excavation material, old

Kansas City's heart. From 1898 to 1918 Kansas City increased in population ninety-two per cent.

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bricks and mortar, street sweepings, cinders and ashes. It pointed out that by so doing the city could secure in twelve years park lands, ready for development and worth fifty million dollars, at no cost whatever to the taxpayers.

The most comprehensive and far-reaching specific report published by the commission was on the reclamation of South Water Street. Here is housed the great food produce market of the city. It completely absorbs that street, a most needed thoroughfare for traffic in the city's congested center. It is a nuisance, a conflagration danger, a menace to the health of the people, and a huge economic loss within a stone's throw of the world's leading shopping district. The commission, in this booklet, showed how the people could remove it and annually save for themselves in cost of food handling, traffic easement, city revenue, and other benefits, the huge sum of five million dollars annually—enough in a single year to construct the improvement.

There were many other special pamphlets and reports but, to cap all, the commission issued a family affair booklet not intended for the eyes of outsiders. This was entitled *Chicago's Worldwide Influence in City Planning.*

It was not so much an attempt at "converting the church" as it was an effort to "keep the home fires burning" with community confidence and devotion to its own Plan as it was regarded by the rest of the world. This was a compilation of comments and requests for Chicago Plan literature from hundreds of experts, civic workers, municipal authorities, libraries, schools, colleges, and public-spirited citizens received by the commission from all over the world.

Following the signing of the armistice in the Great War and the announcement of the "Reconstruction Platform" of the Chicago Plan Commission, to which the Chicago newspapers devoted twelve columns, an appeal was made to the clergy of the city to preach from their pulpits upon the humanitarian benefits in the Plan of Chicago. The commission's *Seed Thoughts for Sermons*—a compilation of the humanitarian and social arguments that had been advanced from time to time in the various publications of the Plan Commission—pointed out the close harmony between the social work in the churches and the benefits in the Plan. This document, together with a resolution and the "Reconstruction Platform" was sent by the commission to every clergyman in Chicago.

The literature of the Chicago Plan Commission has been sent on request to one hundred and ten cities in thirty-six states in the United States and to thirty-six cities in thirteen foreign countries. Chicago's publicity campaign on its great Plan has been big, far-reaching, inspiring, and effective. It points the way to the man who undertakes city planning work in America, showing him why and how he will have to get down to bedrock in his efforts. It proves to him that he will have to deal with fundamentals, and these he is told are three—the conception, the creation, and the promotion of the city plan. Behind the conception of a city plan, the first step—inspiration—is made clear. Next is blazoned the way to stir the hearts of men and to inspire in their minds that desire for better city conditions which are the fruits of well-executed city planning. Finally it shows

what is necessary to awaken the people to the need of city planning, and how they can be moved to action. These are the questions which immediately rise and must be successfully coped with when city planning effort is contemplated.

CHAPTER VIII

MISAPPLIED ENERGY

IT IS impossible to get away from the fact that every day good ideas fail of realization because they are advanced at the wrong time or in the wrong way.

We hear the expression, "He is a man of ideas," as characterizing successful men of certain types. In itself that amounts to nothing. Just being a man of ideas is of no value whatever. It is the man of ideas who can "put them across" that counts. The world is full of men with still-born ideas. Getting an idea across often proves a bigger task than getting the idea. Failure to negotiate an idea is due to any number of causes, hurry being the principal one. It is said that the man who is in a hurry shows that his job is too big for him. Hurry and haste are vastly different things. Haste is desirable, hurry never.

It is infinitely better to take ample time in preparing the idea for a safe passage over than to see it wrecked on hurry's iceberg, only to find with dismay that the life-saving devices are inadequate.

Steering an idea on the wrong course with inexperienced, stubborn, or egotistical pilots at the wheel is a most frequent and flagrant abuse of endeavor. Misapplied energy covers it in two words.

Nowhere in my long and varied experience in trying

to get things somewhere have I witnessed a better example of misapplied city planning energy than in a certain New England city. The City Planning Council, they called themselves, invited me to that city. I think they got me with the statement that my audience would include the governor of the state and the mayors of the leading cities. These, it transpired, could not be present because of "previous engagements." But no matter; in accepting the invitation to address this council, I expressly stipulated one hour and three-quarters as the time I should require for my illustrated lecture on twenty-four cities of the world. This was agreeable and the time was allotted, the only exception being one other address "not to exceed twenty minutes."

Arriving at the Culture Club, I found the council gathered, and there was not one left-over to spare — not even a poor, little, old mayor from a crossroads corporation, much less the governor. That audience was so limited and select I fancy they all belonged to the Order of Tubbers, whose ancestors landed early in America, yet several centuries after the Indians. To have added to their number would have meant contaminating it with the blood of rank outsiders. That was not what roused the ire in my soul, however, although it impressed me as rather expensive to travel a thousand miles to talk to a handful of people. The thing that got professionally "under my skin" was the number and style of the speeches which preceded mine. That city was served up to me *table d'hôte, à la carte, frappéd,* seasoned, sweetened, and prepared only as it could be done by the original Order of Tubbers. I never knew the place was so important be-

fore. It took seven speeches to convince me, and when finally, at ten-thirty, the toastmaster announced my address, I knew that not even these gigantic intellects hungering and thirsting for more knowledge, would stand for another hour and three-quarters. Disdaining the rostrum, I took the center of the floor and hurled at them, "You will never get anywhere."

I have crawled under the tent of a circus; scaled the height of bleacher fences; ridden in a box car of a cattle train in Indian Territory; traveled by scow, buckboard, and horseback through innumerable miles of raw country; tried to get a good seat in a church of fashionable pew holders; negotiated a loan on my personal note in a high and mighty bank; interviewed potentates, plutocrats, highbrows, autocrats, celebrities, and grouches in many states and lands; but I have never before witnessed such extraordinary evidence of misapplied energy as confronted me on this occasion.

The "not to exceed twenty-minute talk" which preceded mine lengthened into three-quarters of an hour on a local good roads matter. The other six speeches informed me of the virtues of my hosts' city and the manner of its procedure in city planning. Perhaps I grew vexed when they told me that their state had more city planning boards than all the rest of the United States combined, but I think it was the description of the way they were going about their planning problem that got me started. It was either that or the cold, barnlike room of the Culture Club. At all events, I abandoned my lecture and told that council it would fail to get anywhere because it was working backwards. There was more, but

that was the "kick off," as we say in football. The next noon a special luncheon was provided for me at the leading downtown club. At this club meeting one of the city's most soulful, sobful, rhetorical flame-throwers was selected to admonish me gently for my breach of New England etiquette of the night before. Properly chastised after the fashion of the place, I was again announced as the speaker of the day.

"Well," I said, starting in, "I don't want to leave this city with the feeling that I have been ungracious, although I may have been untactful. And that reminds me of some things I left unsaid last night, and I will take this opportunity which you have so kindly provided to mention them." I did, and that was the last of it or nearly so. On my way back to the hotel, I was intercepted by one of the "regular" folk of the place, who greeted me with, "You certainly handed it out right last night. Why didn't you let us know you were coming, some of us business men would have been glad to tip off some things to you so that you could have made your arraignment even stronger than it was?"

That council, true to my prediction, failed to get anywhere. The reason I told them they would fail was because one of the seven, who had extolled his city at the Culture Club meeting, informed me that the principal educational propaganda of the council consisted of an exhibition of city planning drawings and data. It was actually devoting its sole energy to educating people who knew all about city planning. They are the only ones who attend such exhibitions. The masses who need enlightenment, for they are the voters, do not attend. I

was also informed that this council expected to influence the Legislature in the passage of an enactment giving certain grants to cities to aid city planning. They had no plans, no public sentiment and hence no influence, but they were actually planning to secure an enactment from the Legislature. That is why I told them they were working backward.

This council was largely composed of technical and professional people. It lacked the balance and support that could have been given it by a reasonable blending of prominent business men and leaders in other walks of life. The entire history of the world of promotion indicates that failure has often been due to organized effort made top-heavy with specific interests.

Misapplied energy in city planning is a common fault. I have dwelt upon the lecture incident because it so aptly illustrates the subject of this chapter. It occurred in a city where city planning has been talked and projected for two decades—a city that boasts of its position in the world of city planning, but which has no plan of its own and no movement yet organized to obtain a plan.

The fault of mistaken procedure does not lie in making mistakes but in repeating them and in refusing to profit by the experience of others. Our American cities are interdependent. Each needs every bit of practical experience that may be obtained from any source. The first evidence that a planning body is on the right track is shown in its reaching out for knowledge from every possible source. There appears to be less breadth among city planning authorities in this respect than in almost any other profession.

Dallas, Texas, was budding forth with 43,445 people, and timidly pushing up its first skyscraper in 1898. In 1918 it had a hustling army of 126,362 and was dotted with tall buildings.

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MISAPPLIED ENERGY

The first thing that made the Chicago World's Columbian Exposition so marvelous an architectural triumph was the breadth of policy pursued by its director of works and its board of directors in obtaining the best talent the entire country afforded. When plans for the Administration Building were under discussion, the question was asked, "Who is the foremost architect in the country on that particular style of architecture?" This query answered, the "best" man was commissioned at once. Next perhaps it was the Fine Arts Building, "Who is the best for that style?" was asked. The right man having been selected, he was promptly requested to take over its planning and construction. "Who is the ablest landscape architect?" came up in order. The right man named, he was invited to take that feature over, and so it went all down the line until there was assembled the most formidable array of architects and artists in the entire country, each being placed in absolute charge of the thing he, of all others, was fitted to do.

This same broad policy was, to a greater or less degree, employed in the creation of the Plan of Chicago, so that today the whole technical world knows that the Plan's general recommendations are sound and will stand unchallenged. Details may be disputed when a phase of the Plan is put to the test of actual construction, but the principles have not been and cannot be controverted.

People may be found in every community who are so constituted they cannot or will not ride with any progressive program for the general welfare. People of this nature usually class themselves as "reformers" or they are classed as such. They attack everything of a public

nature not of their own making, but they seldom originate and they never do anything or follow anything constructive.

The Chamber of Commerce of a large middle western city invited me to lecture on "Right Citizenship in Relation to City Planning." The Plan Commission in that city was not affiliated with this influential body and it was not a party to the invitation. The morning of the lecture—I had arrived in the city the night before—the president of the Plan Commission, whom I had never met, called me over the telephone at my room in the hotel to say that he did not want me to say anything about their local plans during my lecture. He anticipated exactly what I had intended to do and I was surprised, of course, and considerably taken aback, because I had posted myself about the local plan and, knowing the city well, I had intended to give the Plan Commission a good boost, but I promised instead to say nothing. Seven hundred leading business men attended the lecture—a force greatly to be desired by that Plan Commission but which was denied it because of its repellent ways—and during the lecture a splendid opportunity was presented to say just the most helpful thing about local city planning. Forgetting my promise, I gave that commission the best send-off I was capable of, including its president. I called upon that great crowd of business stalwarts to fall in behind its plan and its commission and the suggestion was received with applause.

The next day that same president took the more courteous route of calling upon me personally, instead of calling me up. Such a change in a man I never before have

witnessed. Of course, being a big man — for that is what at heart he really was — he profusely apologized and tendered me a private luncheon to meet some of his associates. He said, "I made a terrible mistake, because we badly need the sort of help you gave us, and especially do we need the help of the business men, which I realize only too clearly now; but I am most worried over the way I treated you." "Well," I said, "don't lose any sleep on that account. Only, if you had not stopped me at the outset, you would have had full measure instead of half a loaf."

That Plan Commission has made very little progress although it is in a city where the need for city planning is a most glaring one and its plan is really good.

Now, with the reconstruction period following the Great War upon us, it means that a double burden must be carried — that of overcoming past failures and that of planning and executing new successes. More than ever American cities are now crying for long deferred betterments for their people, such as only scientific city planning can supply. Not an ounce of wisdom, energy, or execution should be lost through wrong methods of procedure.

CHAPTER IX

MUNICIPAL AUTHORITIES

FREQUENTLY in America, in speaking of American municipal rule, we hear the expression, "That coarse-grinding and slow-grinding thing." A companion expression to this is, "Graft is extant everywhere in our municipal governments." Neither of these expressions is fair to the situation. Graft we have, to be sure, and there always will be graft everywhere in the world and there always has been in every form of government. Slow-grinding and coarse-grinding tactics and the product of these are encountered, and we know that the best economic results, the kind of results that are obtained in great private enterprises, are not had from city corporations. Knowing all these things and surveying the situation with a critical, yet fair eye, it must be admitted that the average of results for progressive, honest, and efficient government and a betterment of living conditions in cities is good. This average undoubtedly applies also to the graft situation. A general betterment of municipal government and a higher order of honesty and efficiency is unquestionably currently existent. The days of the political "muckraker," the "croaker," and the professional uplifter, and academic reformer have passed. They never have had any actual place in the sincere effort for betterment of municipal conditions in

our country and their accomplishments to that end have amounted to little or nothing.

The steady progress for the past decade toward better things in American cities is a direct outgrowth of the proper economic conception of improvements on the part of the people, and the adoption of more scientific ways of doing public things based upon it.

One thing is certain — the character of our municipal government is in exact ratio to the desire and the decree of our people. Governments do not create themselves, neither do municipalities. These are made by the people and it is well, in considering them, to temper judgment with reason and wisdom. Nowhere is there a better exemplification of an "undesirable citizen" than is found in the man who stays away from the primaries and seldom goes to the polls or any election. When he does go, having made no study of the qualifications of the candidates, he usually votes for the wrong man; and later, when his city is confronted with evidences of inefficient and dishonest government, he lifts his hands up in pious dismay and, in the most scathing terms, excoriates the rottenness of municipal conditions. Such a citizen is, as the lawyers would say, an accessory to the crime before and after the fact. There are no extenuating circumstances in his case which entitle him to the mercy of the court.

Those who have studied municipal development abroad know that in certain foreign countries cities are improved in the most orderly and attractive manner, that the government is highly scientific and therefore honest, and that these results are secured with economy and dispatch.

What is imposed upon the citizens of those countries to produce these results? Where is the American who is willing to admit he holds all his possessions in equity with his neighbor? In the matter of realty holdings, the average American citizen is satisfied with the most stringent laws insofar as they affect and regulate his neighbor's use of property but he does not willingly recognize any law whatsoever relating to his own.

Undeniably the most scientific municipal government in the world is found in the countries of monarchical form of government. Monarchies, empires, and everything that smatters of the imperialistic and autocratic are despised things in the world today and justly so. How then in America can we do those things which are so clearly to be desired in our municipalities, and which in other countries are the result of imperial decree, unless we individually, as citizens, come to appreciate our own responsibility in such things?

Graft? Well, as for that, the monarchical forms of government are not without graft. The difference simply is that there the potentates themselves get all the money, while in America it is at least pretty well distributed. The three richest men in the world have been declared to be the rulers of certain foreign countries.

How were the colossal riches of these men obtained? This is not difficult to answer; they were the greatest grafters the world ever produced. The levies on the people in their respective countries for their enormous royal coffers cause to pale into insignificance the impositions endured by the citizens in American municipalities.

There is a lot of play these days on the word

"efficiency" and the expression "get together," but common sense is blue-white quality, one hundred per cent proof, and selling above par today, just as it did when Moses' mother placed him in the bulrushes. She knew what she was doing—there was method in it—if Moses didn't. The fact that he was too young to understand had nothing whatever to do with his becoming the law-giver. It is not always necessary to make the other fellow understand, but it is absolutely essential that you yourself know what you are doing. Then, when the time comes to make him understand, you will not back-reel on your own fishing rod.

Nothing makes a public official so mad or so elusive as a committee of citizens who sally forth, with Civic Righteousness grasped in one hand and Ignorance cupped in the other, to tell him that old stuff about "the people's rights" and his "duty as a servant." How they love that "servant" stunt. I have seen citizens in city planning forums wail and gnash their teeth in outraged civic impotency, only to return to nurse their offended greatness and civic patriotism by inflicting it upon their neighbors and otherwise peaceful wives and children.

Now, a public official is human. Besides he is not only a servant, but he is the representative, the plenipotentiary, you-yourself, clothed with power to sit in the seats of the mighty. You can reach him with the same tactics you would use to reach the Doctor of Divinity, the iceman, the physician, the janitor, the capitalist, Bill Jones, Pat Hogan, or Mrs. Grundy.

A public official can hear you; he will understand you if you walk right up to him, natural-like, and say, "This

is the coldest winter we ever have had, but it will be hot again next summer; perhaps hotter than last summer because of this season's intense cold. We get an average amount of weather every year anyhow, and usually extremes by contrast. This reminds me, we ought to do something about getting more playgrounds for the children. How many kiddies have you? Eh, is that so? I've got two fine boys myself. They are kicking about playing ball in the streets because the lots near us have all been built up so fast. We need more playgrounds under city management and you and I are both interested. I am going to send you a plan and some ideas we have worked out with our expert. Let's get together on this later if we can."

This isn't highbrow but it's human. If it is used and followed up it will win.

But so many would-be-reformers appear at the Council Chamber with hundred-milo looks in their eyes, and start in with, "Mr. Public Official, you're the servant of the people. Don't you ever forget that. We have come here to tell you that you are remiss, etc."

When they get that far, "Mr. Servant" either tilts his big black cigar and blows the room so full of smoke that you can't see the issue, or suddenly he remembers an engagement in the anteroom and ducks out. The chairman, who cannot go out because he is the chairman, smiles an anaemic sort of grin and says, "Gentlemen, perhaps you are right, but as there is no quorum present, I will ask you to file your papers with the committee, and——"

What happens? A new page is written in the history

of misspent zeal in a good cause gone wrong in the hands of foolish citizens.

"Nonsense," you say, "the only way to get along with a public official is to roll up a big wave of public opinion and then walk right in and tell him where he gets off." One of the funny things about this "getting off" business is that usually these self-constituted guardians of the public welfare forget to roll up the big wave. They try to hit it off alone. It doesn't require a Socrates to figure out the result.

"No use trying anything else," this crowd will argue, "aim true and hit hard." All they have to show for it is a row of broken knuckles.

Do they get anywhere — these hard hitters? They do not, and that isn't the funniest part of it. Because they fail somehow their resentment mounts and is perpetuated, and out of it is bred new generations of "hard hitters." Always you hear them say, "Straight out for the proboscis is the only way. Tell 'em where they get off, that's the thing."

Why do some people forget that our officials are good or bad — our government corrupt or honest — in exact proportion to the goodness or badness, the decency or the honesty of the people themselves?

We must learn to be fair as well as accurate in our analysis of local conditions. Naturally, in advancing the Plan of Chicago, the Plan Commission has been in constant contact not only with government procedure but with the administrators thereof — the city authorities — and while our laws have been found cumbersome and our methods of procedure uneconomic and unscientific in

some respects our authorities have been aggressive and progressive. They have supported the betterment projects of all the people with enthusiasm and vision. This they did when these projects were vague in the public mind because the idea of their benefits had not been sufficiently established and could not be until the improvements were completed and fulfilling the needs of the people.

It is folly and injustice to constantly berate public officials for nonperformance or misperformance when, in reality, the blame for these often rests with the system of municipal government and the niggardly pay in many instances of city employes.

I remember a familiar figure about town—a roustabout—who had tried and failed at everything. Finally he disappeared for a long time. On his return, dressed in a battered top hat and rusty, frayed frock coat, he was greeted by an acquaintance who accosted him with, "Well, where have you been and what are you doing now?" "Preaching," was the prompt reply. "Preaching!" exclaimed his acquaintance, "pretty poor pay, isn't it?" "Yes, and its pretty poor preaching, too," was the reply.

The underpaying of most municipal and of nearly all other governmental officials apparently has been established in America as a measure of economy, but it has proven to be most uneconomic. It has been a case of pretty poor pay and pretty poor results. We should pay our public officials enough to attract good ones, see to it that we do get good ones and then back them up. When that is done, we shall have a vastly more beneficial

order of things in America. Meanwhile we must do the best we can with what we have. For good order and poor order, whichever the case, the people are responsible, not those whom they elect.

After all is said and done, it is likely that many public officials need encouragement more than condemnation. Our people do not look deeply into the reason for things. When these are wrong they do not condemn the system, when that is at fault, because this in its last analysis would mean condemning themselves, and so they blame those whom they place in office.

In Chicago, in 1918, the pay of an alderman was raised from $3,000 to $3,500 per annum. The increase was made by the aldermen themselves. Well, if an alderman of a city of first rank, the business of the City Council of which is the greatest in that city, is not worth $3,500 per year, what is he worth? Not much, to be sure. We should not tolerate a condition of affairs that makes it necessary for an alderman to raise his own salary to obtain an ordinary living wage. Such matters should be adjusted by fair and proper constitutional enactments.

Another flagrant evidence of injustice in our large cities is the salary of our school teachers, whom someone has characterized as "missionaries of God for the enlightenment of the people," and to whom we entrust not only the education of our children but the development of their morals as well. Elementary school teachers do not receive a better wage than a stenographer or an ordinary office clerk. In certain instances they receive less. Little wonder that we stand aghast at the poor progress of our children, if indeed we give the matter any

thought at all. In fact, few salaries in educational fields are what they should be. Daniel Webster said: "The cheapest thing in all the world is brains—brains, the principal thing upon which everything in the world depends for success."

We pay the president of the United States $75,000 per year. It is not many years ago that his salary was raised from $50,000 per year, and this was not accomplished without a great deal of grumbling by many of the representatives of the people in the national government. The president of the United States is the chief executive of the richest nation in the world. The king of England and his family receive $2,500,000 per year and that largely is a matter of tradition—to keep up appearances, so to speak—for his power and his responsibility are only a fraction of that of our own president.

We can learn many very profitable points in matters of government and economic procedure in all things from the countries of Europe—not, however, from the proportion of the king of England's salary. One of the best things we can learn is to respect and support public men and private citizens who do meritorious things for their fellows.

In some European countries, if a private citizen assumes large responsibilities of a public nature, he is honored by his government by an award of special orders, conferred as a mark of esteem and appreciation. In America, too often, the query is: "What is he going to get out of it?" or "What is there in it for him?" This slur is a common practice in discussing public officials—"servants of the public," we term them. We

San Francisco, gateway to the Orient, devastated by fire and earthquake, with the sublime spirit of American frontier fortitude, leaped, despite its terrible handicap, from 329,344 to 467,269 people from 1898 to 1918.

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are all in the world for service, if we understand what we are here for at all, and the finest thing in the world is real service for others. The value of the service and the appreciation with which it should be received ought not to be minimized because it is paid for. "Servant" is a fine word; the term "public servant" was intended to be a mark of distinction, but we are prone to take the expression in its meanest and lowliest sense.

The Chicago Plan Commission has achieved results by working hand in hand with the city officials. Upon this subject its chairman said in his address before the Fifth National Conference on City Planning:

In Chicago, in our Plan work, we proceed upon the assumption—and it is an assumption that I believe is amply justified—that the average man in an official position is a man devoted to the faithful performance of his duty as related to the welfare of his city.

I sincerely believe that the reason why many people interested in movements devoted to civic advance fail in their efforts is because they do not encourage the sympathy and gain the close acquaintance of the men who administer public affairs in the United States.

In Chicago we place implicit reliance upon our city officials. We cultivate official acquaintance in all city departments which affect our work, and the progress we have made has been possible because, during the life of our commission we have had in places of power men of bigness in business capacity and of brain and of broad sympathies who have recognized the fundamental importance of city planning in the welfare of the people.

We have frequent meetings to discuss city planning details and to project programs for immediate future effort and to these meetings we invite the administrative

heads of our city government. We keep closely in touch with and encourage the interest also of our state and county officials, from whom we have always had effective support. We are believers in "get together" meetings and we practice our belief in them all the time. The city planner and the public official must go hand in hand to get results. This course of putting trust in public officials is proving its wisdom every day. In evidence of this I cite the fact that even now, though the Plan of Chicago has not been officially adopted as a whole, there is a tacit agreement under which the Plan Commission is being consulted before the beginning of any great city work coming within its scope.

This is good gospel and good practice to be followed anywhere but almost universally the reverse of these tactics is employed. It is a common fault of many citizen bodies to attempt to work out their plans without the knowledge or the help of the city authorities whom they regard as desirable to be avoided until they are ready to go before them for assistance when, to their chagrin and possible defeat, they receive in its stead only a cold shoulder.

In a powerful editorial upon the subject, "Responsibility for Bad Government," the *Chicago Daily News* summed it up in this way:

If citizens who profess to desire good government vote for inferior, weak, unfit men or fail to vote and leave the choice to machine-controlled elements, the ultimate responsibility for bad government falls upon them. The people in a democratic community have the kind of administration they wish or deserve. Active work on behalf of good government is and always will be the price of good government.

This platform is frequently promulgated in every one of Chicago's powerful newspapers, the *American*, the *Evening Post*, the *Journal*, the *Daily News*, the *Herald-Examiner* and the *Tribune*—these are continually and in unison preaching the doctrine of good government. That is one of the principal reasons for Chicago being one of the best governed cities in the United States. Seldom has a graft scandal been heard of in Chicago; and on the few occasions when charges of graft have been thrust before the public notice, they have not been proven. All that is necessary to perceive the abundant evidence of good government in Chicago is to note the nature, extent, and quality of city betterments and to contrast these, considered as to the city's limited corporate revenue, with those of other large cities.

The mission of the people is to elect fit men to public office and when that is done, to give them encouragement and backing. The mission of the public press is to ferret out the unfit in public office and to admonish the people to be more watchful and active and to urge the authorities to the maximum degree of performance in the public weal. In cities where these powerful allies of progressiveness and righteousness prevail there is little room for criticism by the people and seldom is any heard.

Ever and ever is the world of men and things moving nearer and nearer its triumphant goal of cooperation and not opposition. The dawning of a new day will have begun throughout the world when "efficiency" shall no longer be a byword but the most purposeful and meaningful word of the civilized tongue.

CHAPTER X

SOME REASONS FOR HASTE

THE most uneconomic thing imaginable is the manner in which public improvements are made in cities in the United States. Europe would laugh at the way we do these things. Take a street widening or cutting project, for example. The time and expense needed to educate the public; the loss in time from the moment the city actually begins proceedings until the improvement is finished is enormous. Legal barriers over the property to be taken, entailing diminution in property values and rentals, and the cumbersome legal procedure necessary before the city can acquire the required property, combine to put a hardship upon the private property involved, to deprive the people of the improvement for years and to cause a loss that, if it could be eliminated by better methods, often would be ample to pay for the improvement.

There are many causes for this absurd and unscientific way of going about the undertaking. The fault is only in part due to the laws under which a condemnation suit is tried, although the laws of themselves in most states where the right of excess condemnation is not provided for, are antiquated, cumbersome, and almost devoid of ordinary common sense or justice. But this is only one reason. Other elements causing long, un-

necessary, and expensive delays are: the objections of selfish property owners who attempt to hold up the city in a good deal; politics; the dilly-dallying tactics of careless municipal employes and authorities; the foolish and unnecessary bickering of public bodies where more than one is a party to the case; and the machinations of professional agitators and the like who infest the public hearings with the intolerable nuisance of their presence. These prevail in every such case despite the pleadings of the Plan Commission, city authorities, and the newspapers. The press of a progressive city is always and uniformly in favor of wise public improvements.

State laws can be amended and simplified; larger powers may be granted the city without in the slightest degree taking that which rightfully belongs to the property owner. Fewer expensive experts and lawyers would be necessary to bolster up the city's case if cities had the rights and powers which eventually they must acquire if city planning is to be facilitated in America. Changing and improving the laws, however, would only partly correct the faults that cause interminable and expensive delays whenever a public improvement is undertaken. A better knowledge of the benefits of city planning will stimulate the people to action and put to rout the mischievous and vicious agitator. The people also have the power to regulate designing political office holders and employes. The most difficult thing of all is to curb the selfishness of the property owners who, in every improvement for all the people, see only an opportunity to enrich themselves. Then, too, there is every once in a while a property owner who opposes an im-

provement through sheer ignorance, as in the Ogden Avenue improvement in Chicago, where the only one objection that was raised by a property owner was based upon the claim that the extension would wipe out a business corner. This single objection was caused purely through stupidity because the facts in the case showed that the location in question, by slight alteration to fit the new street, would be a more remarkable and strategic business point than ever before and greater than could possibly be the case if the new street were not put through exactly as planned.

Another serious element of delay is the frequency of changes in political offices. The average office seeker spends months in campaigning to secure an office. If he is successful, months pass before he is sufficiently well established in it to give attention to city planning matters. Scarcely has he begun to get the swing of things and to lend his support to Plan projects when another election rolls around. If he is reelected, it is not so bad; but if he is defeated, the process of reestablishment must begin all over again for the city planner, only to be repeated every time an election comes, which, to the patient planner, seems to occur wellnigh every other month.

Where a city, at work on a plan, is obliged to deal with the federal, state, county, and city administrations, it is not an infrequent experience that no sooner is everything straightened out and running smoothly with one body when along comes an election and upsets everything with another body. Every project in the Plan of Chicago, whether only recommended by the Plan Commis-

sion or adopted by the city, has survived three changes in city administration, two national, three county and three state. Not a single one of these projects is as yet finished. It is because of all these things that it is clearly the mission of every citizen who has the city's welfare at heart to study the needs of his city, to familiarize himself with its plan, if it has one, and to get behind that plan and help to push the work as rapidly as possible. When there is added to all other delays public indifference and inertia, then city planning becomes a long, hard, expensive struggle for which, in the end, the taxpayer foots the bills. He plays against himself and cheats himself in the bargain.

If the situation were not so serious, the time it takes to realize any public construction project in America would be a joke, but it is no laughing matter. A gentleman in a neighboring city told me he was a member of the Public Library Board that, for seventeen years, had been trying to get a new building and which only then was nearing completion. No wonder the people grow discouraged or look with apathy and suspicion on proposed new improvement projects. Most of them expect to die long before a shovel of dirt is turned or a brick laid, and they are not greatly interested in who shall come after them. The average citizen will cheerfully back a public improvement of which he expects to enjoy the benefits; but it requires a tremendous amount of exertion to induce him to pay for parks and streets and buildings for his children's children's children, and there is no reason why he should. Every generation might easily enjoy the benefits of as much city planning as could be

carried out in its day if the people would only come to realize this and demand action by the authorities. If they can be convinced that a street widening may be secured in two or three years, including every step of negotiation and construction, instead of in five or ten years, then they will see to it that reasonable haste is made.

The best example that possibly could be cited of what may be accomplished when speeding up public improvements is recorded in the statement of Charles M. Schwab on "Our Industrial Victory" in winning the war.

The *Tuckahoe,* a fifty-five hundred ton cargo boat or collier was built in twenty-seven days. The *Invincible,* a twelve thousand ton vessel, was built in twenty-four days. The *Crawl Keyes,* a thirty-five hundred ton boat was built in a Great Lakes shipyard in fourteen days. This was a freighter. The *Gray's Harbor Motor Ship,* a wooden vessel, was built in seventeen and one-half days.

Mr. Schwab adds that:

Before the war the *Tuckahoe* would have taken a year or a year and a half to build, the *Invincible,* nine months or one year, and the good Lord only knows how long it would have taken to build a wooden boat.

In Chicago it is fifteen years since the great plan for Lake Front parks was first proposed. There are no parks yet. It is eight years since the first step was taken to widen Twelfth Street. This was only partly finished when our country entered the war and the work on it was practically stopped. It is ten years since the north extension of Michigan Avenue was seriously proposed

and five years since the ordinance for its construction was passed. Yet, in the summer of 1918, this was only half accomplished. In the same year the city became engaged in building the famous Franklin-Orleans Street bridge, although it had been proposed twenty-two years before and periodically urged ever since.

Apparently the best or at least the only way to do things in American cities is to jam them through regardless of "custom, law, the pope, or the king," if an official can be found who is willing to assume such tactics and aggressive methods. That is exactly what Michael J. Faherty, president of the Board of Local Improvements in Chicago did. But for his pains he earned only the condemnation of many of his associate authorities and very little appreciation from the people. Some day Chicago will realize that Faherty did a great thing by doing, in the quickest way, the right thing, even if sometimes contrary to prescribed "proper procedure." The trouble with many of our authorities, most of our laws, and practically every lawyer is that they are hide-bound with "proper procedure." The main thing is to accomplish a task—do it according to the proper code if possible—but if you can't, do it anyway. The people of Chicago wanted the Plan projects recommended by the Plan Commission and adopted by the City Council carried out as quickly as possible and Faherty found a way to do it.

The usual process is by extended and expensive propaganda by the Plan Commission to educate the people and arouse them to action. That accomplishes an instant and willing response by the people. Then the interminable

delays which for various reasons beset the pathway of every public improvement. Without Plan Commission aggressiveness to keep the projects alive, a man would be bold indeed who would undertake to predict the time when a city would get its improvements. Of course this is not applicable to Chicago. It is intended for the other cities where such conditions prevail and the picture will hold true generally.

The benefits of city planning have not been understood in America; therefore little has been accomplished. The laws under which public improvements can be made requiring the taking of private property, have been based upon limited theory and do not fit great improvements costing millions of dollars. For petty cases like alley and street-paving requirements they have served fairly well.

Imagine the utter absurdity of a law that required the city in a street widening case, to pay a property owner for all his property and allow him to retain title to the remainder where the whole piece is not required. A case of this character is on record in the Chicago Michigan Avenue widening case, where the city needed only a portion of a lot. Under the law it paid for the entire parcel but the owner retained title to the rest. Within six months after, this owner sold the remaining piece for $266,000, which was a far larger sum than the entire lot was valued at when the case was in court. His huge profit, due to the betterment of the thoroughfare, was made on a very small piece of his original holding, the majority of it having been taken by the city for the widening.

As for the property owner who refuses to accept a fair and full cash price for his property and fights to

exact a big one from the city, no law will ever be made to eliminate him, but he will efface himself in time by experience with the courts. When these experiences become known they will help to efface the rest of his ilk. While the laws were made in ignorance of real city planning needs and based somewhat on fear that, if the property owner was not over-protected, public opinion could not be mustered behind an improvement, a new order has obtained in cities. We have come to learn that the good of the few must give way to the good of the many, just as we learned in the Great War that individual interest must give way to national interests. Inadequate as the laws in most states are, and notwithstanding they favor the property owners rather than the city as an inducement to the property owner to assist in the making of public improvements, it was never intended that these advantages and benefits to the private individual should encourage him to hold up the city, or that, failing in this he would refuse to part with his property and fight the city to the highest courts for the exaggerated value he set upon it, which meant also fighting the city to keep it from obtaining the property. A case now more or less celebrated in Chicago occurred in one of its great street widening projects where the court appraisers set a value upon the property based upon expert survey of surrounding values and the most recent sales. The owner came into court with an array of experts, which cost him $90,000 in retainers' fees, and attempted to show that he should receive from the city four times as much as the court commissioners' valuation. Meanwhile the city, desiring to avoid long and expensive

litigation with this single owner, offered him twenty-five per cent more than the court appraisal for a settlement out of court. This was a considerable sum, amounting to about $150,000. It was refused by the owner and he allowed the case to go to trial, demanding a jury trial. It took three months in the hearing, costing the owner and the city about $200,000. The jury evened things up in the fair interests of all the people by awarding him in their valuation $25,000 less than the original court appraisers had valued his property at and $175,000 less than he could have obtained from the city in a private settlement and $275,000 less than his entire loss amounted to, including the fees of his experts paid to beat the city. This owner appealed his case to the Supreme Court but that tribunal upheld the findings of the lower court. It will not require many results of this kind from court action in major public improvements to educate the grasping unpublic-spirited property owner more rapidly and effectively than any amount of pleading, dickering, and negotiation could possibly do.

Sectional prejudice is a cause in some cities for delays. A city plan has to begin somewhere. The common sense place for a beginning is where improvements affecting the most people are worst needed. Wisdom also dictates making them in localities where values are changing so rapidly as to make needed improvements almost prohibitive if delayed too long. Besides these reasons, naturally the logical place to begin the construction of the plan of the city is at the foundation. In such matters the citizens must be broad, and they usually are. They must realize the need of the whole city first and of local sec-

Chicago. Looking southeast across the Loop. Its growth in only eighty years from the wigwam of the Indian to the world's fifth city is the most dramatic fact in municipal history.

tions second. In all things relating to the welfare of the city where the vote of the people is necessary, the citizens usually take a progressive stand. The fault is that they do not take the proper initiative in making their position known to their representatives in public office.

The fact is, we elect our public officials without determining, in the first instance, whether they are fit for the public duties to which they aspire, and, in the second instance, when they are elected, we turn them loose and forget all about them. Everything has its day and eventually the public official who ignores the expressed will of the people comes to grief.

A better day is dawning for some phases of city planning. Citizens whose property is directly affected are beginning to learn that cooperation and not opposition is the sensible and economic course to pursue. Usually, in the past, groups of owners have been organized to fight the Plan, but they have learned that locking horns with the city authorities results only in delay and increased expense to both parties. The only quick, efficient and mutually satisfactory course is for the property owners to organize in advance in order to cooperate with the city and the Plan Commission. Only highly beneficial results to both sides can result from such a relationship.

There were many examples of the unwise reversal of this policy in the famous Twelfth Street widening and Michigan Avenue extension improvements in Chicago. One of the best examples of dispatch in modern-day city planning relates to a public improvement in Buenos Aires. That proud and beautiful city, known as the

"Paris of South America," was, on occasion, to entertain an international conclave. With all of the city's beautiful development, it was not proud of a certain squalid area near the center of the city. Buenos Aires determined to correct this fault so that it would not offend the eyes of its visitors from all over the world. The city went at the task with a will and in ninety days several blocks of property had been condemned, the buildings removed, the space graded and the entire area planted to grass, shrubs, and trees. When the visitors arrived they saw a fine park surrounding an imposing building.

The people of Buenos Aires looked upon their city as their larger home. They were about to entertain company and they wanted their guests to have the best possible impression of their city. This idea would be an excellent angle from which to proceed in America, although a well-ordered home should be a matter of culture and not of pretense.

In the trial of the condemnation suits of Michigan Avenue and Twelfth Street, Chicago was fortunate that its legal interests were in charge of a lawyer of exceptional legal acumen as well as high-mindedness for his city's welfare. This was Eugene H. Dupee, special counsel of the Board of Local Improvements. Mr. Dupee is not only a gifted lawyer especially trained in the condemnation branch of the law, but he comes from one of Chicago's fine old families. Dupee had the best sort of heritage for city planning inspiration, besides having been especially assigned to work on the Plan of Chicago for the city from its very inception. His knowledge of procedure was exact and complete.

SOME REASONS FOR HASTE

The laws under which public improvements are made differ in each state, but the Illinois Local Improvement Act is generally conceded to be the best measure of its kind yet enacted in this country. At that it is cumbersome and the cause of much unnecessary delay.

Indicative of the almost universal difficulty and excessive length of time required in making public improvements in any American city, let us trace from beginning to end the procedure which must be followed in Chicago.

In the first place, under the state law all improvements are either "local" or "general." A local improvement is one mainly benefiting a specific adjacent locality, and can be paid for in whole or in part by special assessments upon benefited property. A general improvement—one of benefit to the entire city—must be paid for out of the city's general funds or through a bond issue.

Two restrictions affect the issuance of bonds. The first is the small limit—five per cent of the assessed value—placed upon the city's borrowing power by the state legislature. The second is the need for a majority vote on such bond issue at an election. In the case of local improvements, where only part of the cost is obtained by special assessment, the city's share for public benefit must be secured through a bond issue.

General improvements are made under the jurisdiction of the Commissioner of Public Works, while local improvements come within the authority of the Board of Local Improvements. In Chicago this board consists of five members, appointed by the mayor and the City Council.

Suggestions for local improvements may be made by property owners to this board, or the board can itself begin proceedings for the making of such improvements. The first step is the adoption by the board of a resolution describing the proposed improvement. This description must note any private property to be taken or damaged and must include an estimate of cost. The size, character, and location of such an improvement determines the length of time required for the preparation of this estimate and resolution. The time needed may vary from several months to several years, as exemplified by the Twelfth Street and Michigan Avenue improvements.

The board's resolution must set a date for a public hearing concerning such improvement, not less than ten days after the adoption of the resolution. Notice of such improvement proposal and of such public hearing must be sent to the owner of each lot fronting on such proposed improvement. Frequently such notices are sent to all property owners in the zone of assessment as well, although that is not required by the law. These notices must be mailed not less than five days before the date of the public hearing. This means a delay of at least half a month between the date of the board's adoption of the resolution and the date of public hearing.

At the public hearing any citizen may appear and speak either for or against the improvement. Anyone has the right to endorse or object to either its necessity, nature, or cost. Here there is a chance for considerable delay. Public hearings can be continued from time to time over a period of years before the board acts on any suggested project.

Then after the board reaches a favorable decision, thirty days must elapse before anything else is done. This time is allowed for opposing property owners to present objections. If, during this period, more than half the property owners along the path of the improvement sign a protest against it, no further action can be taken upon it for one year.

After thirty days have passed without a majority protest, the board formally approves the improvement. This is in the shape of a recommendation to the City Council, accompanied by an estimate of cost and an ordinance describing the proposed work in all its details, together with the land to be taken or damaged. The information in this ordinance must be so complete that contractors can bid from it for the actual construction work. Months may be required in its drafting, and great care must be taken, as it cannot be amended.

Even under the most favorable conditions, there must be considerable delay in the City Council. All ordinances before they can be acted upon must be published in the council proceedings, which causes at least a week's delay. Most ordinances have to be sent to some council committee for consideration before the council as a whole takes action.

Here again comes delay. All proposed improvements are open to full public inspection and consideration before such council committee. This involves more public hearings, more debates, more objections, more delays. Frequently changes are ordered, and this causes additional delay. At these council committee hearings any citizen may be heard at length, either for or against the project.

Some public improvements have been held up for years before action was had by council committees.

After favorable action by the committee, indefinite delay is possible if the City Council does not give prompt consideration to the ordinance, or if it again refers it to a committee for changes suggested by any of its seventy members. Or it may refer it to another council committee, whose interests might also be affected, where the same tedious procedure must be repeated.

The mayor becomes the next factor in an improvement ordinance, having the power either to veto or approve it.

As the next step, the city files a petition in court, asking the court to determine the just amounts which the city should pay the owners for property taken or damaged. The court is asked also to determine what property will be benefited, and the amount of such benefit to each owner.

Two commissioners, appointed by the court, act with the secretary of the Board of Local Improvements to determine the value of land and buildings, and the amounts of damages or benefits, as well as to select the area that will be benefited and apportion the exact amount of benefit to each piece of property in the zone of assessment.

This court commissioner method often unnecessarily delays public improvements, as the longer the commissioners take to prepare their report the greater their financial reward. Even at best it is a big task to determine the value of several hundred pieces of property, to decide the exact amount each piece is injured or benefited, and

to value all buildings, machinery, and other fixtures, to say nothing of leaseholds and the like. Their report must describe each piece of property, name its owners, and fix the amount it will be damaged or benefited by the proposed improvement. This report must be accompanied by an affidavit certifying the correctness of the names of property owners and other details. The time required for its preparation as well as for the completing of the commissioners' report, depends on the nature and extent of the improvement. In case only a part of the cost is to be borne by special assessment, it is likewise the duty of these commissioners to determine the exact amount of public benefit and of local benefit.

Opportunity for still more delay is afforded in the projects involving a public benefit. It is then necessary for the City Council to pass an ordinance directing the election commissioners to place the bond issue question upon the ballot at the next election, which may be close at hand or months away. Refusal of the voters to authorize the issue would then necessitate the question being placed before the public again at a subsequent election, if the project is not to be abandoned entirely.

When the report of the court commissioners is filed in court all property owners affected are notified. The court summons is not returnable in less than fifteen days after date of issue and service and if the commissioners' report shows that non-resident property owners are affected, a notice of the pendency of such court proceedings must be published once a week for four consecutive weeks, the first publication to be at least thirty days before the date set for the return of such summons. Non-

residents must also be notified of the court proceedings by mail at least fifteen days prior to the return date.

Property owners can have their attorneys appear in court and object to the right of the city to make the improvement under the law, and to the amount of their assessment or award for damages. The Illinois law gives extreme latitude to objectors, and in most cases the hearing on legal objections is the crucial test that determines whether the case shall survive or perish through legal technicalities. The time required to establish the city's legal right to make the improvement may extend into a period of a year or more, depending upon the number, nature, and vigor of the objectors. Final decision as to legality rests in the Supreme Court.

The point of legality established, the second part of the court proceedings commences — the determination by a jury of the justness of the amounts of damages and benefits fixed by the court commissioners. Two weeks must pass between the notification of the property owners and the beginning of the actual trial. Indefinite delay is possible here, depending upon the objectors, although it is possible to materially shorten the time by mutual agreement of the property owners to abide by the decision of the court and not submit their cases to the jury.

Each piece of property must be tried separately, and when eight or ten thousand pieces of property are affected by an improvement, even under the most favorable circumstances rapid progress is almost impossible.

Like all other legal proceedings, the decision of the trial court is not final as to the money involved, and dissatisfied owners may appeal to the Supreme Court. Ad-

ditional delay, however, is not caused even in case the Supreme Court does not uphold the lower court's decision, or returns the appealed case for retrial. All that the city must do is to make provision for paying whatever amount the Supreme Court may finally determine should be given the property owners.

After the verdict is rendered by the trial court the city has ninety days within which to file its written election to proceed with the improvement.

During these proceedings another possibility of delay exists in the contingency of an error being made in the ordinance or description of the property to be taken. Such an error may be vital, and no matter how far the proceedings may have advanced, the entire case must be abandoned and a new start made from the very beginning. As the Supreme Court can be appealed to on the point of error, it is plain that there may be an unnecessary but extended delay in procedure from this cause.

The last stage before actual construction can begin is the collection by the city of the assessments for benefits, and the payment of the awards for damages. Before the city can take a single piece of property for public use, the owner must be paid the amount awarded him in the condemnation trial. Then comes the bidding by contractors, and the letting of the contract to the lowest bidder, but even so the possibility of delay still remains, and is so prevalent in construction work on public improvements that it needs no elaboration. However, the Plan Commission's responsibility ceases once the contracts for construction work have been let, and it is free to turn its attention to other phases of its general plan.

CHAPTER XI

CHICAGO MEN AND THINGS — CRADLE OF THE GREATEST PLAN

CHICAGO — Who can describe it? Many have tried — some with honest desire to do it justice; others with malicious desire to do it harm. All have failed. No one, with intentions honest or otherwise can adequately describe Chicago. It is also a certainty that no one wishing to malign the fifth city of the world can successfully do so. No city in all the world is more talked about than Chicago; none is less understood, less intimately known by the outsider. Hence, if any comprehensive description of the mighty municipal giant of the twentieth century is given, it must emanate from within its own borders.

Perhaps no city in America has been more abused, scoffed at, ridiculed, and praised than Chicago. The motives of these expressions have actuated from jealous hearts, biased souls, prejudiced minds, and honest pens.

In discussing cities, the difficulty of avoiding writing a history or compiling a Baedeker or borrowing too extensively from the figures of the Chamber of Commerce confronts every author. On the other hand, many writers are inadequate in their descriptions, preferring to give merely their impressions of various phases of the

city's life, or to confine themselves to an epitomization which falls far short of a real description of the causes, the peoples, and the conditions which make the city.

In considering these things which must, of necessity, form the background of any comprehensive description of Chicago, as of any city—location, transportation, industry, surrounding natural resources, possibilities for expansion, physical development and population character and analysis—I desire principally to dwell upon conditions, people, institutions—those things which are intimate to the real spirit and maintenance of the heart-throb of the city. Something of the cultural, the educational, and the philanthropic, we will blend with the industrial development and the natural advantages which have made Chicago a living, rustling reality in the world of bigness, where people and things are the chief elements of progress or retrogression.

The organized life of Chicago and the spirit of the men behind it will have prominent part in this narrative.

A few days before Daniel Hudson Burnham sailed for Europe in 1912, from which the Grim Reaper destined he should never return, he stood surveying Michigan Avenue and the lake from his studio window. The great architect, organizer, and city planner was in a reminiscent mood. I was his only auditor. After the considerable silence which had fallen upon us, he turned suddenly away from the window and remarked, "What a wonderful lot of men Chicago has; nothing remains to be accomplished that cannot be done with our Chicago men as the power behind." Rapidly he named and characterized those in his mind whom he designated as "real forces in

the city's life and development." But history is not being written here and revelations cannot be made.

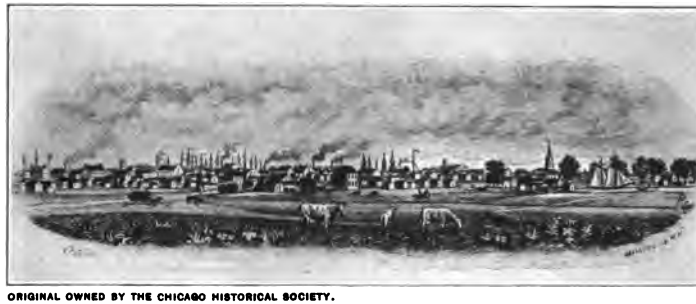
"Wonderful men!" A city possessed of wonderful men — what is such a city? What can such a city become?

Every city has its rich men who die and bequeath to the city moneys, art treasures, or products of historical research of various and valuable kinds. Some few do these things during their lifetime. Chicago men do not die to serve their city and the benevolent acts of the living are not confined to a few. Scores of captains of industry, finance, and commerce take from their busy lives and accumulated wealth, money and what is infinitely more valuable still, time, and these they devote without stint to the welfare of the whole city. Every avenue of true uplift — education, music, art, literature, civics, and philanthropy — has felt the touch of living men who regard their city as their larger home, who feel they have a proprietary interest in it, who do for their city what they do for their individual homes, surround it and fill it with things of beauty and attractiveness, in a word, good order of the soul-and-brain sort. Such devotion, I believe, is more marked in Chicago than in any other city in the world.

The women of Chicago, too, have a proud place in the city's life and making. There, now I have the expression I have been groping for — something that fits Chicago exactly — a great city in the making. This is almost a paradox, but it is literally true, and it differentiates Chicago from all other great centers. These, the traveler regards as having "arrived," or as being

ORIGINAL OWNED BY THE CHICAGO HISTORICAL SOCIETY.

Chicago. South Water Street, 1834.



ORIGINAL OWNED BY THE CHICAGO HISTORICAL SOCIETY.

Chicago in 1845 from the west. Population 12,088.

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established, permanent, settled or what you will; but Chicago impresses even its own people — nay, inoculates them — with the thought that although already great and impressive, the city is constantly "arriving."

A Chicagoan, in a one-sided, half-interpreted, shorn-of-soul, but true-in-part Chicago poem, almost too roughly expressed it as a city "laughing under the terrible burden of destiny, laughing as a young man laughs; laughing the stormy, husky laughter of youth half naked, sweating and proud of its big shoulders — to be the tall slugger set vivid against the little, soft cities."

The women of Chicago did not wait for the franchise (it came to them in 1912) before taking a big and active part in the city's welfare. The Chicago Woman's Club is one of the finest and most aggressive agencies of civic good in America. From this admirable organization of splendid women radiate many other women's clubs and societies of decided influence, initiative, and accomplishment in the city's progress.

At the close of 1918 a plan was being projected which showed marked evidence of early consummation that will provide the women's clubs of Chicago with a woman's town meeting house, to contain a memorial to a most distinguished Chicagoan and one of the nation's foremost women citizens, Ella Flagg Young (deceased). This is to be the largest building in the country devoted exclusively to the interests of women — a meeting place for all those interested in civic betterment. It is to be known as the Woman's Civic Building and is to be erected by the Chicago Woman's Club on a site already purchased.

Chicago boasts of the possession of "America's only

newspaper for women"—The *Women's Press*—a highly constructive, voluminous, and ably edited newspaper published in the interest of all women.

Twenty years ago transcontinental travelers called Chicago a "one hotel town." More recently an individual of the type who sits on one ear while fanning himself with the other and who had never been one hundred miles away from home, came out from the East and described Chicago as a "one street town." Still another interesting and facetious author, in a survey of the United States, devoted an entire chapter about Chicago to describing one of the city's notorious aldermen. His paint was not all black, neither is the alderman. Now and then someone comes to Chicago and goes away and writes about it dramatically and sincerely as the subject deserves. Now and then, on occasion, the city—the "melting pot" of the nation—is portrayed in terms other than as a mere description of the Stock Yards and the windiness of its inhabitants.

The standard method of describing cities is to quote volubly from the statistics of the Chamber of Commerce, enumerating the things in which the city leads the world. Every city leads the world in something. If it doesn't, it is a despicable place indeed and it has no Chamber of Commerce.

Who would think of London, Berlin, Paris, or New York in the terms of their respective Chambers of Commerce? Why attempt anything so provincial in discussing Chicago?

The mere fact that in 1916 Chicago manufactories numbered ten thousand; their finished products were

valued at two billions; and furnished work for three hundred thousand wage earners who were paid two hundred million dollars — tells the Chamber of Commerce story.

Everybody knows that smokestacks, freight cars, transportation, and strategic geographic location make the big city. Everybody knows that these are unrivaled champions of Chicago's greatness.

What added value is there in proclaiming the world's fifth city as the world's first city in live stock, in cement, in clothing, and in food production? These and like statistics are self-evident facts.

It is of consequence, to be sure, but why dwell on Chicago's first rank in grain and flour receipts? Its world's largest iron, steel, and machinery warehouse is interesting. Its unexcelled sixty-two mile electric subterranean freight system is important. The vast output of its iron mills is significant. Its largest open stocks of merchandise are of great value commercially.

Chicago's dutiable imports in 1915 amounted to $17,237,316. The duties paid were $6,084,152 — free of duty, $9,706,914. The value of merchandise exported directly from its port the same year was $3,965,755.

Chicago has 335,350 buildings; 38,406 firms, 10,114 manufacturers, employing 452,202 persons, to whom is paid an annual wage of $303,630,000. Their annual products are valued at $1,482,814,000. Impressive facts, these.

But these assets, important as they are, naturally followed in the wake of superior transportation facilities, and superior transportation facilities are the result of fortunate geographic location.

Just as man does not live by bread alone, THE MEASURE OF THE CITY'S TRUE GREATNESS IS TOLD IN ITS HEART LIFE.

The fact that Chicago is the leading convention city of the American continent is infinitely more pertinent than all its material blessings in determining its heart-beats. Whole-hearted hospitality, climate, things that make life worth living in a great city, are the magnets which, in ever-increasing numbers, cause hundreds of thousands of Americans to make annual pilgrimages to Chicago — their favorite convention city.

Chicago does not possess the glamour of New York. Blindfold a man, set him down in London; instinctively he knows he is in the world's metropolis. Paris charms the traveler with its beauty of surroundings, art, history, and romance; Berlin appalls one with her solidity, massiveness, and daring physical achievements; Chicago, possessing all these in unpronounced but noteworthy degree, also possesses what these other cities have not — true happiness born of friendliness, neighborliness, and kindred spirit.

People visit New York for a fortnight but they grow weary for their "home town."

Travelers revel in London's antiquity, research, and cosmopolitan glamour but they do not tarry there long.

Tourists are fascinated with gay, lovely, careless Paris, but they do not remain,

Wayfarers are amazed and admire Berlin's vigor and magnitude, but they go on.

"Folks" arrive in Chicago, find all the advantages of the great city and finding also what is of far greater

value — human interest — they send for their families and become permanent residents, living in contented prosperity.

The thing Chicago hates the most is the self-constituted paternalism of the East. Chicago has its faults and they are many and glaring, but it is not effete. The thing Chicago resents is expressed in the statement of a well-known scribe:

Under all the jauntiness and cocksureness, the West is extremely sensitive to criticism. It lacks admiration and expects the eastern visitor to be properly impressed by its achievements, its prodigious energy, its interpretation of democracy, and the earnestness with which it interests itself with the things of spirit. Above all else, it does not like to appear absurd.

And listen to this from the same source: "According to its light, it intends to do the right thing but it yields to laughter much more quickly than abuse if the means to that end are challenged."

Could anything be more crude or patronizing? No one holds a brief to speak in defense of Chicago. The people of the West are not the product of isolated, geographic boundaries.

In 1906 a noted clergyman of Oklahoma City — then a city of eighty thousand which, two decades before, had been a mere dot on the map — told me, at the close of the Sunday service which I attended in his church, that the preceding Sunday he had admitted to membership in his church twenty-two people from eighteen different states. Verily, the spirit of the West is the spirit of the United States and not of an isolated section.

As for "criticism" and "admiration," the people of the West are sensible and, being sensible, they are likewise busy—pastimes which do not admit of overmuch concern or pique at the superficiality of "eastern" critics. A busy city, like a busy man, overrides these things with aggressive zeal, concentrating its efforts on its own affairs.

Why the people of the West should "yield" to either "abuse" or "laughter" is a question to be answered by the outsider—the idle, misguided pharisaic busy-body.

Right-minded people neither laugh at nor abuse merit or industry. These are the measure and the result of true culture. Laughter and abuse are the companions of thoughtlessness, carelessness, pique, jealousy, chagrin, egotism, and self-righteousness.

Chicago is western and thanks God for it. Chicago is established and concerns not itself with sensitiveness, laughter, abuse, or criticism. Chicago has no interpretation of democracy because true democracy is an expression of the will and the spirit of "regular people." Chicago's citizens are "regular people."

One of Chicago's own sons, in his book about Chicago—like a grandmother seated in her comfortable rocker with her numerous grandchildren gathered about her, exuding an aroma of mothballs and peppermint—laments the good old days that are gone, but praises the fact that Chicago's strenuousness is held in leash by its founders—vintage of the Pilgrim Fathers—and that its "New England conscience" is the leavening factor controlling the destiny of nearly three million people of seventy-five languages.

In the making of a country like America, are we not helped as much by the things we forget as by the things we remember? Is it not expedient, just, and wise to think of our country and all elements in it as the single fabric of many weavers, made from many materials into a wonderful whole pattern?

Having an English father and a French mother, and as one who has helped Chicago on its upward path to glory as a city, I like to think of magnificent Chicago—today the admiration of the entire world; with three-fifths of its citizens either foreign born or of direct foreign extraction, including all the nationalities of the world—as the truest expression of real Americanism.

If the work of Americanization is to have full swing and accomplish its altogether desirable purpose, there must not only be no more room for the hyphen, but along with its elimination should go all barriers to unity, justice, and neutralization. Societies of whatsoever character or name which are primarily for the purpose of preserving racial traditions and characteristics must all be classed with the hyphenated organization if real and permanent good is to follow.

If the "melting pot" is to melt, the all-consuming fires of assimilation and neutralization must be allowed to do their work unhampered by the embers of self-asserted native priority and foreign nationalistic pampering from any source whatever. From all these the nation must forever be weaned.

Chicago was well founded and we owe much to and should be ever grateful for the "New England conscience" but the people who have made Chicago a great

city and who have maintained it and brought it to its present magnificent place in the galaxy of metropolitan and cosmopolitan cities—those who will urge it on to its inevitable splendid destiny—are its Lithuanians and Russians, its Slavs and Italians, its Swedes and Greeks, its Armenians and Servians, its Roumanians and Austrians, its Germans and Poles, its New Englanders and Irish, and a host of others—all good people, all Americans, and all for city and country.

Arnold Bennett, in an article published in a Chicago newspaper in July, 1918, simultaneously with the first real Franco-American victory against the Germans when they were driven back across the Marne, said on the subject:

A world league of nations only can avoid a new war and the destruction of civilization. Either there will be such a league with full and real power over all armament, or there will be another war a thousand times worse than this war. Either there will be such a league or civilization as we know it will come to an end and the remnants of mankind have to begin civilization all over again as they did after the great cataclysms of the past.

The same urge that besets the nations confronts the United States. The preservation of our national character, and a complete unification of our citizenry makes imperative a good and true valuation of all its fixed elements. The naturalization of foreigners, of which our country has about thirty million, embracing thirty-seven nationalities and seventy-five languages, can be depended upon to weave its own part in an intelligent national program.

Governor Lowden of Illinois, speaking at the Swedish Old People's outing at Evanston, July 21, 1918, said:

Through the fusion of races, democracy will crush autocracy and after the war an everlasting peace will rule the world. . . . . Only this morning I looked over a casualty list and I found that, while there were ten names on that immortal roll all hailing from Illinois, those ten names represented seven nationalities. When I saw that list I knew that whatever foreboding we might have had in the past that our people have not been cemented into one people, into one nation, those forebodings were forever silenced by that immortal list of ten patriots representing seven original nationalities.

During the days that followed, when the reports of casualties of Chicago's heroes reached the city, the Honor Roll showed no deviation from the statement made by Governor Lowden. Each list received showed mute evidence of the patriotism and the proportion of foreign-born citizens in Chicago who had given their lives for their country. This proportion was always the major number on the list.

Another evidence of the strong loyalty and devotion of Chicago's foreign-born citizens in the war, and which speaks for them more eloquently than anything else could do on the side of good citizenship, is contained in the fact that in the third Liberty Loan the foreign division of Chicago, embracing twenty-one nationalities, subscribed $21.000,000 to the loan out of the total of $150,000,000 (an over-subscription of $24,000,000) of Chicago's allotment. This showing of Chicago's foreign citizenry is significant when it is remembered that

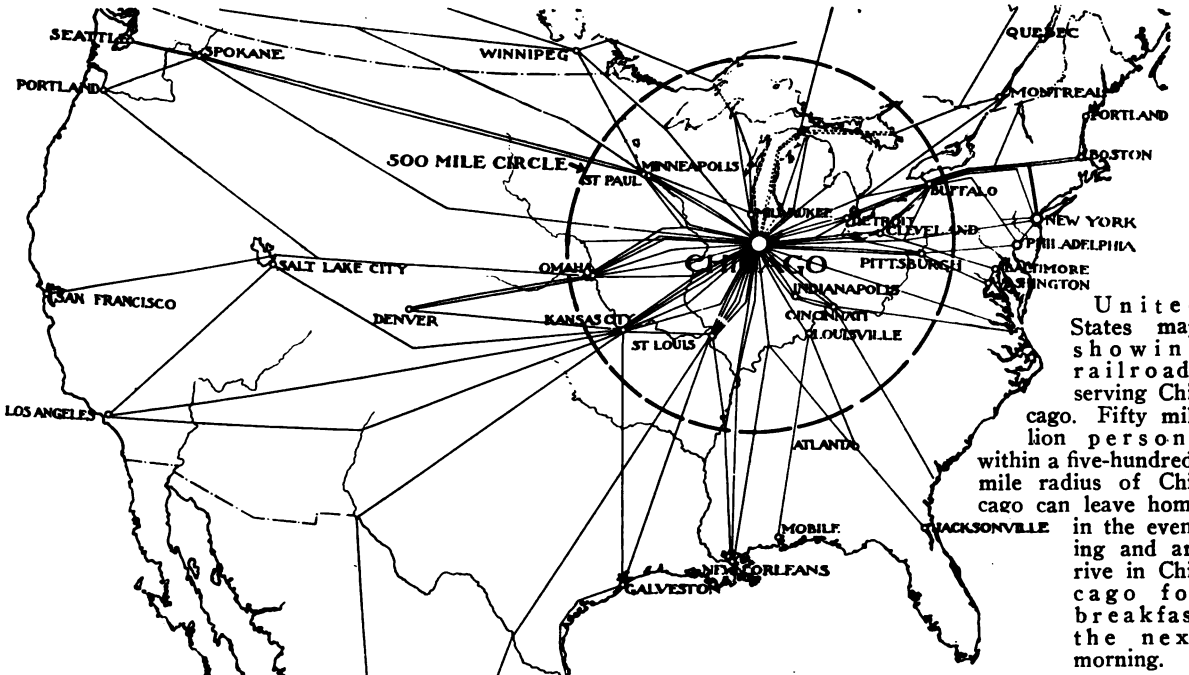
the large wealth in Chicago, as elsewhere in the United States, is not in the hands of naturalized citizens.

Meredith Nicholson's story, *Chicago,* in *Scribner's Magazine* early in 1918 treated the subject with real care, true vision, and fine sympathy. I never have read a better description of Chicago, and I was amazed to discover how nearly his survey of the city and mine dovetailed, although I had not the pleasure of noting his narrative until after mine was finished.

I yield to Nicholson. He is a *littérateur.* I am a compiler. Too bad, however, that he could not have spent more time on certain important phases of Chicago's life and development. His survey was incomplete on certain important fundamentals, and careless in detail, complete as it was *en masse.* On that score I may stand the gaff of similar criticism and more for a too conscientious devotion to detail.

A single sentence describes Chicago. IT IS THE MOST DRAMATIC PRODUCTION OF THE MUNICIPAL HISTORY OF THE WORLD. That is what Chicago is. A mind gifted with the slightest imagination will require little beyond this single line.

From a frontier settlement to the fifth city in the world in the short span of eighty years more graphically indicates the truth of that single line than the words of the best informed or enthusiastic could possibly do. The romance of that marvelous fact can best be comprehended in the statement that a resident of Chicago who made his first trip to it in 1818 in an open rowboat from Mackinac Island on Lake Michigan, when Chicago was an Indian trading post, uninhabited by a single white person, lived



United States map showing railroads serving Chicago. Fifty million persons within a five-hundred-mile radius of Chicago can leave home in the evening and arrive in Chicago for breakfast the next morning.

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to see the site selected for the World's Columbian Exposition of 1893. Doubtless he was the only person in the world's history who "bridged with his life-span the chasm between two epochs" of a country's history — primeval savagery and the intensive development of the highest civilization. Nor is the significance of that statement appreciated until it is realized that the World's Columbian Exposition was recognized in every civilized nation as the very personification of artistic development and perfection. This tribute was accorded the endeavors of the artists and the citizens who produced that result in a community that sixty years before was untrod by the foot of the white man and known only to the wandering savage. I use this single characterization because, since the days of Babylon, art excellence has typified the highest expression of civilization.

One hundred and forty-six firms in Chicago have been in existence for more than fifty years. Some of these date back to the incorporation of the city in 1837. Three hundred and seventeen old residents lived in Chicago in 1918 who had lived here when the city had only 28,269 people. Forty-nine lived in Chicago who lived here when the city had only 4,479 people. Eighteen were still alive and residing in Chicago in November, 1917, who had lived here since the city was incorporated in 1837. The oldest resident then living dated her residence from 1827. She was Ella Griffin, ninety-four years old. Mrs. Emily Beaubien le Beau, ninety-two years old, dated her residence from 1829, when the present city of nearly three million was a mere crossroads. Mrs. Elizabeth Outhet has lived in Chicago since 1831. Mrs.

Susan Goeden came here in 1832 and liked the place so well she has remained ever since. Catherine Ludwig and Simeon A. Rexford were still residents of Chicago in 1918. They came to Chicago in 1834 when it was incorporated as a village. William Harman, who was still alive in that year, came here in 1835. The climate seemed to agree best with the women pioneers.

Eighty years ago, when Chicago was incorporated as a village, New York was nearly two hundred years old; Paris, 1,545 years; Berlin, 800 years; and London, 2,000 years old.

One hundred and ninety-four years before Chicago had its city charter New York had five hundred inhabitants speaking eighteen different languages. One hundred and eighty-four years before Chicago was made a city with less than five thousand population, New York (then New Amsterdam) was chartered a city. One hundred and seventy-six years before Chicago saw the light of day as a city, New York had one thousand souls, and thirty years before our teething period, our big eastern sister had a street commission containing the names of some of the signers of the Declaration of Independence who recommended that all the north and south streets be made one hundred feet wide. This commission became exhorters for the public welfare, and it used the same arguments then in stirring the people to action that are employed today to show the people of the world's fifth city why they should hasten to carry out their great city Plan. They said in New York, with their then fifty thousand people (1807) that in fifty years the city would have four hundred thousand souls. Like all city plan-

ners, try as they would to plan big enough, they fell short fifty per cent in their forecast, for in fifty years New York had eight hundred thousand souls, and only a few of the commission's one-hundred-foot street recommendations had been realized.

The present European capitals were already great cities when the good civic stork left the basket containing the infant city on Chicago's doorstep.

Berlin, by merging the two towns of Kollin and Berlin, was made a city eight hundred years before the birth of Chicago. The German capital had twice as many inhabitants as Chicago had in its cradle, one hundred and eighty-seven years before Chicago's cradle was rocked. Berlin had a population of half a million when it was announced that Mother Chicago and the child were doing well. The Teuton metropolis boasted of a quarter of a million twenty-one years before Father Dearborn sent a hurry-up call for the doctor.

Paris was old and big before America was discovered. The French capital had nearly a million people when Chicago filed its city charter papers at Springfield, and more than half a million thirty-seven years before that act.

London! No one knows when the world's metropolis first opened its eyes. It is said to have been forty-six years A. D. The authentic history of the British capital dates from about the middle of the sixth century. Its population was exactly the same as Chicago's at its birth — six hundred and thirty-eight years before Chicago was born. It was a metropolis of half a million one hundred and seventy-six years before Chicago entered the world's arena of cities, and its population at Chicago's birth was

nearly two million, or about the same as that of Chicago in 1910. London was as big a city when Chicago was born as Chicago was at the age of seventy-three years.

The progress of the world had set a pace in modern conveniences and many of the principal essentials of life were established when Chicago was classified among the cities of the land.

The Erie Canal had been opened from Buffalo to New York twelve years before that time.

The weaving and knitting machines had been invented.

Steel pens were in use.

The first association of dentists had been founded in New York and the first College of Dentistry in the world was opened in Baltimore.

Fulton's steamship had made its first trip up the Hudson long before. Morse invented the telegraph the very year Chicago was incorporated and seven years later the first message was sent from Baltimore to Washington. Chicago then had a population of about ten thousand.

Chicago was only thirty-seven years old when the first trans-Atlantic cable was laid and the first telegraph line constructed. It was thirty years old when the Pullman sleeper was invented and thirty-three years old when the first typewriter came into use.

Two wars for independence were fought by the United States before a white man had set foot on the site of Chicago.

The population of the United States was seventeen million before Chicago was staked out.

There were five thousand miles of railroads in the United States before Chicago was on the map.

When the first gun was fired on Fort Sumter fifty-six years ago, the population of Chicago was only 109,206.

Now the world's fifth city, one hundred and ninety-eight square miles in area, with two thousand and seventy-nine miles of paved streets out of a total of four thousand six hundred and eighty-five miles of streets and alleys—more than twice the mileage of public roads in the entire state of Rhode Island and half that of the state of Delaware—with five thousand miles of water and sewer mains—a length one-fifth greater than the combined lengths of the Mississippi and Missouri rivers—with two thousand seven hundred and seventy-seven miles of railroad trackage within its borders—enough to stretch from the Atlantic to the Pacific—one thousand three hundred and fifty miles of street railway tracks—the distance from New Orleans to St. Paul—little wonder that a local historian in 1909 described Chicago, the central metropolis of America, as "the marvel of all ages."

Next to the most dramatic fact in municipal history—Chicago's development from a handful of pioneers to two and one-half million people within the lifetime of the oldest resident now living—is the prophecy of logicians and empire builders like the late James J. Hill, who said Chicago would be the metropolis of the world when the Pacific Coast had twenty million inhabitants.

The vast and sparsely developed empires to the northwest, west, and southwest of Chicago, coupled with the enormous increases in the population of the cities told in a previous chapter, does not require the stretching of the imagination beyond the point of elasticity to com-

prehend Mr. Hill's foresight. A very practical and car ful analysis of the history and growth of countries, citi commerce, and railroads will indicate Chicago's reachi the inevitable goal of the metropolis of the United Stat without any undue stretch of the imagination.

In the three most important factors which contribu to the greatness of any city, Chicago has been most bour tifully blessed. The first is the extent of rich and popu lous territory into which trade and commerce can b extended. The second is the supply of raw material near at hand for feeding and housing and for use i manufacturing products to be sold in the tributary ter ritory. The third is the extent of railway and wate transportation facilities by which commerce may be easil and cheaply handled. In all these three elements Chicag is equaled by no other city in existence.

The richness and resources of the vast territory lying about Chicago are known to every school child. The wide prairies to the south, west, and northwest produce corn, wheat, and oats. We have the cheap and abundant coal from the mines of Indiana and Illinois; the copper and iron from Michigan and Minnesota; the zinc from Missouri and Wisconsin; the fruits and vegetables from Michigan; food products of every sort come to us from every direction round about.

At the western edge of Chicago, almost within the present city, we have unlimited supplies of stone, which, crushed and mixed with the cement produced by mills within the city itself, give us cheap houses of enduring concrete. Brick we make from the clay underlying our city on every side.

FROM A PAINTING BY F. R. HARPER.

Chicago. The new Field Museum of Natural History, the largest marble building in the world, fronting on Grant Park.

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Lumber comes to us by lake from the forests of the north. Steel for our buildings we produce from the iron borne to us by water from the northern mines. Finally, turning to transportation, we find Chicago already the greatest railway center in the world. Double-tracked steel highways stretch in every direction, running to the Pacific on one hand and the Atlantic on the other and skirting the Mississippi to the Gulf of Mexico. These railways draw to Chicago an ever-increasing trade. Magnificent steamships enter and pass out of our river, and from our harbors carry their great burdens through hundreds of miles of lake and river water courses. And now we are on the verge of a new development of water traffic. People of Illinois have voted to expend twenty million dollars in beginning the development of water commerce across the state by way of the Drainage Canal and the Illinois River, intending to connect the traffic of the lakes with that of the Mississippi River and the Gulf of Mexico.

Thrilling indeed is the story of man in his building of cities, but no more striking chapter in the story can ever be told than that of the upbuilding of mighty Chicago, reaching out through times of peace and war in the commercial domination of the wide empire surrounding her.

In early times the supremacy of commerce and population was in Asiatic Europe. Since that period this movement has been steadily and gradually to the westward. First across Europe and then across the Atlantic to the United States, the movement of commerce and of people has always followed the development of transportation facilities, principally the railroads. In the

early development of European countries like our own, the metropoli were seaport cities. With the coming of the railroads and their penetration of the interior, it was only a question of time when an interior city became the metropolis. The simplest verification of this can be had in a review of the development of any old country.

With two hundred and thirty thousand miles of railroads in the entire country, forty-three per cent or ninety-six thousand miles of these steel highways reach Chicago from every direction and from the uttermost parts of the American continent.

Twenty-seven separate and distinct trunk lines of railroads terminate in Chicago. The total trackage within the city limits is two thousand seven hundred and seventy-seven miles.

There is more trunk-line railroad trackage in the city of Chicago than there is in any one of the states of Arizona, Delaware, Idaho, Maine, Maryland, Massachusetts, Nevada, New Hampshire, New Jersey, Oregon, Rhode Island, Utah, Vermont, Connecticut, or Wyoming.

Seventeen hundred switching engines alone are used in the freight and coach yards and forty thousand freight cars are handled daily—enough in a straight line, to stretch from Chicago to Cincinnati.

The center of population in the United States is less than one hundred and fifty miles southeast of Chicago in the state of Indiana. Within a night's ride fifty-three million people live.

The population added each year to Chicago equals cities the size of Fort Wayne, Norfolk, Peoria, Portland, Maine, or Charleston, South Carolina.

In light of these stupendous facts half told, a bold man it would be who would challenge the certainty of Chicago's becoming the greatest city on the American continent. Measured by the lifetime of a city, that result certainly is a mere handful of years away. Chicago is my city by adoption. I, therefore, can say some things that would not be so pardonable in a native son. I wish I had the power from the premises we have now covered to weave a description of its people, its energy, its development, and its spirit as I have encountered, known, witnessed, and breathed these things.

We marvel at Chicago not for its size, Nature gave it the location that, under the touch of modern commerce, produced the great city. It is not Chicago's growth that amazes, for that growth naturally accompanied industry. It is Chicago's spirit which grips the world's attention.

No city in America—perhaps none in the world—inspires so greatly the love and devotion of its people as does Chicago.

Four times within a short history of eighty years has Chicago proved to the world this soul-stirring devotion to city.

Sixty years ago, before the days of great engineering feats, Chicago's mettle was first proved and the Chicago spirit first evoked. It became apparent that to secure proper drainage the street levels of the entire city would have to be raised. It was a tremendous task, for it meant raising all the streets and most of the buildings from the river to Twelfth Street, and also on the north and west sides of the city. The people of Chicago did it, amazing

the nation, for the work at that day was much greater and more difficult than to carry out the entire Plan of Chicago would be today.

The second great work was done fifty years ago, when Chicago undertook to acquire and improve a chain of parks extending around the city. This was done, at the time, not because the city needed the parks for use but, because its people wanted to make Chicago attractive. These parks were taken and paid for, and the load was not burdensome even for the small city.

Later came the need for purifying the waters of Lake Michigan and Chicago again arose and put sixty million dollars and years of work into the task of digging the Drainage Canal,

Still later came the World's Fair, and there Chicago accomplished a work never surpassed either in scope or architectural beauty. To spend over twenty million dollars in grounds and buildings, as Chicago did for that project, was a surpassing feat of civic spirit for those days.

Much has been said and written about the Chicago spirit—the "I Will" spirit, it is called. When at the height of my civic organization work in Chicago, a New York magazine writer of prominence asked me how the Chicago spirit could be accounted for, and what it was. To the first question I replied, "The potentiality of the city," and to the second, "The character of her men."

"Define it," he said.

My threefold answer was: First, the spirit of Chicago is a medium of the ultra-conservatism of the extreme East and the unharnessed enthusiasm of the far

West. Second, it is a product of potentiality. Potentiality permeates every nook and cranny of Chicago. It has laid fast hold upon and inoculated every Chicagoan. There is everywhere present here that feeling of hope and faith which is so pronounced in every new Eldorado. This is due to Chicago's central location in the country and its vast and unmatched transportation facilities. All this is helped by its cosmopolitan citizenship. Third, Chicago business men are prosperous. They believe in their city. They see and recognize the great possibilities of the future city, and their faith in the present city is supreme and unshakable. They have the capacity for work — hard work — and they believe in organization. They pull together and work together in the full comprehension that in so doing they not only help the city but they enrich themselves.

The climate of Chicago, too, has more to do with the Chicago spirit than most of us realize. It is exhilarating. The average weather is good and tolerable, both in the extreme of summer and winter. The traveling class — those who can seek their ease as they desire — remain in Chicago all summer and most of the winter. The vacation period for Chicago's prosperous business men is from the middle of February to the first of April. Even the lightning-like and extreme changes in the weather are not without benefit. Not infrequently, in season, the thermometer changes forty degrees or more in twenty-four hours. Contrary to the belief of most people, these sudden changes in temperature keep the people healthy and act like a tonic to jaded nerves. It is a well-established fact in the profession of *materia medica* that,

in the treatment of certain nervous ailments, there is applied to the nerve centers along the spine the method of alternating applications of hot and cold fomentations. The common practice is to turn the patient on his stomach, run a piece of ice up and down his spine, and then to instantly apply thick flannel folds steeped in extremely hot water. The patient instantly responds to this treatment, although the place where his sensations of pleasure are supposed to exist may rebel against it.

Chicago's death rate, too, is low, being only 14.93 in one thousand for 1917. This is a decrease of ten to every thousand since 1891, and is less than the rates of Philadelphia, St. Louis, Boston, Cleveland, Detroit, Baltimore, and Pittsburgh. During the world-wide plague of influenza in 1918 Chicago had fewer deaths than any large city in the United States according to the government census.

Chicago is a contented, unselfish family. The meaning of the words "home" and "neighbor" is still understood. The public health is good and prosperity is city-wide. During my eleven years of active identification with three great organizations in Chicago for the public good of city and nation I have had ample opportunity to survey the work of civic organization the country over. As a result of my intimate knowledge of such endeavor, it is my certain conviction that no city in America—perhaps none in the world—possesses the spirit of organization comparable to Chicago. There is not a trade, occupation, nor profession without its specific organization. These number into the hundreds, and they typify the highest and most desirable element of efficiency

in their respective branches of the city's activities. Besides seeking knowledge, they find a useful place in the community life and needs.

One of these organizations stands out in my memory as typical of all the rest. It is the Leather Belting Association. On occasion I was asked to address its members at a business luncheon. Forty-odd members were present. During the luncheon, I said to the president, "This amazes me. I do not know anything about the leather belting business, but I did not suppose there were enough dealers in this business in Chicago to form an organization. How many members have you?" "Seventy-five, but all the dealers are not members. There are nearly a hundred concerns in this business in the city." "What is your organization for?" I asked. "We are organized," said the president, "for the mutual good of those engaged in our trade. We have materially increased the efficiency of our business through cooperation. At many of our meetings we arrange to dispatch our business as quickly as possible, then we have addresses on subjects of civic importance. This broadens us individually, makes us better citizens, and better business men."

This is the universal practice in nearly all of Chicago's hundreds of organizations of whatsoever kind. Public men, writers, educators, and experts are in great demand as speakers. The supply falls far short of the demand and those who accept service in this respect are hard pushed. Most of these organizations find expression for their civic interest through individual membership in the great Association of Commerce. Every city worthy of the name has such a central business and civic organiza-

tion, but it is my certain belief that no similar body in America begins to approach the Chicago Association of Commerce either in efficiency or influence. It has been imitated many times but never matched or excelled. The serious, scientific manner in which all committees are organized and conducted is a matter of admiration and gratification to the most staid Chicagoan. The policy of the association is a religion to every executive and worker in its ranks. In respect to this and the actual time invested and worth-while work accomplished, I think the Chicago Association of Commerce differs from any other organization of its kind in the world. Its presidents, selected from the city's business leaders, know before taking their post what is expected of them. They realize they are not selected for name or position but for work — soul and brain endeavor. The sacrifices of every president of this organization without exception constitute the finest of contributions to city welfare and a lasting tribute to city character. The nationally known weekly meetings of its Ways and Means Committee have an average attendance of four hundred and fifty members. The chairmen are of the same type and ability as their presidents. "Service — efficient, expedient, and sacrificial," is the watchword of this truly wonderful body of men. Its influence has made its mark on the nation, and has been felt across the water in Europe.

The awakening of a civic conscience in Chicago dates from the organization of the Chicago Association of Commerce in 1903. Without an aroused civic conscience, the most potential city is like a ship in a storm without a rudder. Chicago is young. Most of its civic ills are

Chicago. A glimpse of Lake Michigan from the "Gold Coast," so named because of the wealthy residents along the Lake Shore Drive.

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due to growing pains. These are a most healthful sign in any stalwart youth. For three-score years Chicago forged its way from a swampy Indian trading post to a city of a million and three-quarters, without taking overmuch thought of its soul. Then it paused in its quest for commercial supremacy and looked around to see how it could right itself, cure its ills and insure its destiny. For sixty years its citizens, for the most part poor, were rightfully engaged in building a solid footing beneath their businesses for the safety of their families. Then they began to take account of their larger home —their city—and its welfare. Since that moment Chicago's progress has been truly amazing. Its ideals have been defined; its place among the great cities of the world assured; and its future as the greatest city irrevocably established.

No worth-while element has been neglected. The sciences and the arts have been advanced; its educational institutions have flourished and gained world-wide distinction; its religious life has quickened; social service endeavor has set a pace for all cities where the cancer of congestion breeds misery; and in the life of the city there has been no more pronounced and distinguished element of usefulness in attaining these ends than that superb and limited organization, The Commercial Club of Chicago. This club comprises one hundred of the city's leaders in every branch of business. Its name does not reveal its objects, which essentially are not commercial; mere commercialism forms no part of the purpose of The Commercial Club.

It is difficult for anyone intimately acquainted with

the work and influence of The Commercial Club to record its far-reaching service, and the exceptional character of its personnel without being accused of hero worship.

The Commercial Club is a remarkable group of men, whose influence is tremendous; such a group would be a power anywhere in the world.

When you select a hundred leading bankers, railroad executives, manufacturers, merchants, newspaper publishers, packers, and capitalists in Chicago, you select a hundred world leaders in their respective activities.

Such a group, organized socially, but devoted to community advancement, is an incalculable power for civic betterment. Fortunate indeed is the city, large or small, that can boast of such an asset.

The secret of the worth of The Commercial Club of Chicago lies in the common interests of its members. A common social and financial bond ties them together and these fasten, cement, and hold their identities and interests in unified action. There are only three other similar clubs in the United States. These are the Commercial Clubs of Boston, St. Louis, and Cincinnati, which were organized about the same time and with the same objects.

Every member of the Chicago organization construes a request from an officer or committeeman as a command. Arduous work is done by this organization — work requiring large sums of money and great ability. Yet its set dues are nominal and the current surplus in its treasury is small. Everything is done by common consent, as in a brotherhood, That, in very fact, is what the club is, a brotherhood. A task is outlined; decided upon by

the executive committee; money is required for its accomplishment. The amount is frequently measured by scores of thousands. Whatever it is, it is at once prorated among the members, a call is sent out and the checks flow in. There is no question, no debate, no hesitation. All is understood; all is agreeable; all is precision.

Such order and results could not be obtained except in a limited group, which is another argument in its favor. But why generalize? Why attempt the painting of a picture where the artist, colors, palette, brushes, and canvas are self-supplied? Let The Commercial Club speak for itself; it paints with a broad stroke.

These one hundred men, by combining their brains, souls, and pocketbooks, contributed $303,100 for the creation and promotion of a comprehensive city plan greater than anything ever before attempted by any American city, and which, when finished, was presented as a gift to the city.

They, from their personal pockets, helped to provide their city with playgrounds for poor children and gave to it and largely helped to maintain the Glenwood Manual Training School, a wonderful corrective school and home for wayward boys.

They gave to the United States government the site for Fort Sheridan and the site for the Great Lakes Naval Training Station at Lake Bluff, Illinois.

During the Great War more than thirty per cent of their membership was serving the government in war work of various kinds abroad and in this country.

Such is a partial index of the wise and widespread

munificence of the members of The Commercial Club. Naturally where is found such grace, wisdom, and bounty is found characteristic and befitting modesty. Unless some daring scribe, willing to risk being misunderstood, tells of these things, they never would be heralded. The Commercial Club does not advertise itself. It seeks no publicity and it accepts less. In harmony with true beneficence, it lets not its right hand know what its left hand does.

A delightful and one of the most important phases of the club's life finds expression in its dinners. On such frequent occasions its members and friends are the fortunate auditors of unheralded public men — world leaders of political and economic thought and financial and industrial accomplishment.

It is the custom for one speaker only to occupy the evening. He is given all the time he requires for his subject. He does not find himself on the same program with such subjects as "The War in Samoa," "Child Welfare," "The Great Northwest," and "Why Cook Failed to Discover the North Pole." How satisfying, comfortable, and beneficial it would be if other organizations would "go and do likewise." These talks are not of the after-dinner variety; they touch the vitals of problems international, national, and local. Always the diagnostician is the premier specialist in his field.

To be a guest at a Commercial Club banquet is a rare privilege — a distinction of great delight and profit.

The Commercial Club is so many-sided in its activities that a complete chronicle would read like a Baedeker of civic and national usefulness. Cataloguing its achieve-

ments would touch every worthy phase of Chicago life and development, and would cover the widest contrasts. There would be blended the cultural and the industrial; the financial and the charitable; the commercial and the educational; the recreational and the hygienic; the philanthropic and the religious; the scientific and the artistic.

Naturally business — the conservation and promotion of things commercial — is the mission of business leaders of any community. Only rarely — most exceptionally — is there found a combination of these qualities and endeavors with things cultural and spiritual.

Members of The Commercial Club are the leaders of practically every big and far-reaching agency of city-wide benefit in Chicago. These include permanent grand opera; the erection of one of the world's finest hostelries — the matchless Blackstone Hotel; the Art Institute; and the free site under government permit for the central location on the Lake Front of the great Field Museum of Natural History, which, together with buildings and maintenance, constituted a gift of nine million dollars by one of its members to the city. It encourages musical study and production, and helps to sustain them. It aids the sciences and the arts — in a word, The Commercial Club is the watchdog of Chicago's temporal and spiritual welfare.

Its provident acts are legion. It benefits the entire city and all elements in it in unprecedented and incalculable measure. Such is the nucleus of inspiration and accomplishment in the world's fifth city, which someone designated as a "city without a soul; given over entirely to Mammon's worship."

In describing Chicago, I did not know how to begin. I suppose that has puzzled every writer who has attempted it—and now I do not know how to continue. Chicago can only be painted with broad strokes. The artist has not yet appeared who can fill the canvas completely and meritoriously. When I first saw Chicago, its bigness and daring took my breath away, and I did not come from a small city. London did not affect me this way, nor did New York or Paris. Berlin—that is quite comparable. The growth and physical development of Berlin and Chicago are very similar. The same kind of dash and spirit which built Chicago made Berlin. Fifteen or twenty years ago American travelers in Europe visited Berlin bent only on business. At the outbreak of the war, the German capital was almost as favored as Paris as a Mecca of American tourists. This change in the tide of travel resulted from the marvelous and attractive manner in which Berlin has developed herself in the past decade, but that is another subject.

There is an intangible, indescribable something about the energy of Chicago that grips the traveler when he first enters its gates. Of one thing I am certain—I shall not describe the Stock Yards. Nearly everybody who writes anything about Chicago contributes copiously to "packing town." So much has been said about the Stock Yards that some people, untraveled, couple this with Chicago's Indian citizenry of eighty years ago, and fail utterly to comprehend that pig sticking is not our only enterprise, and that the red man has long since ceased to tomahawk people on the corner of State and

Madison Streets. Albeit the Stock Yards is a wonderful institution. Any city could be proud of this industry and happy in its benefits. What I want to say about the Stock Yards is that the president of its largest single business, a typical Chicagoan of the heritage that made Chicago, in the days when the making was a Herculean task, typifies the spirit of what it is that is multiplied in its nearly three million inhabitants. This Napoleon of business, unlike some of our eastern brethren who shook the sands of America from their feet to take citizenship in Europe and hob-nob with its courts, expended several million dollars in reclaiming a large marsh acreage near the beautiful village of Lake Forest where he laid out and developed an estate that is to be envied by kings, lords, and dukes. Loyal to Chicago, his wealth remained in his native city to enrich thousands of laboring men and scores of tradespeople.

This is J. Ogden Armour, the premier packer of the Stock Yards interests. His father before him, Philip D. Armour, who was one of the great, stalwart pioneers of Chicago, founded in his city the Armour Institute of Technology which is accredited as one of the best institutions of its kind in the country. Its policy, which is to assist worthy young men, is one of the noblest of any public institution in the land. Wealth and civic pride such as were blended in the Armours are incalculable blessings to Chicago and to the nation. Talk about your idealists—talk about a city without a soul—my work in Chicago has brought me in contact in some degree with every big man in the city. I have had liberal opportunity in my travels abroad and throughout America to

observe men everywhere and I venture the assertion that no city has more idealists among its foremost business men than has Chicago. There is not an institution for the public good — no art, no science, no school, nor university — that does not feel the directing touch, personal and sympathetic, of Chicago's leading business men. One of these — a merchant at the head of an establishment doing upward of one hundred million dollars' worth of business a year — retired as president at sixty years of age to give more largely of his time to cultural and civic things. This merchant prince, whose taste turned to art, had never had a brush in his hand until he was more than fifty years of age. He established himself in a studio in a leading downtown building in the art center and took up painting — because he loved it — with such devotion and skill that he has produced some remarkably good work and his collections have been on exhibition in the Art Institute. As a patron of the Art Institute, he contributed a special room and a collection of the paintings of one of America's most celebrated artists at a cost of one hundred and fifty thousand dollars. This is a fair example of the acts, ideals, and influences of Chicago's business leaders.

"The windy city," is the cognomen many know Chicago by. Windiness applies only to her lake. A few of her citizens of colonial vintage deplore the boastfulness of her people, but they are not more breezy than those of other communities, they simply have perhaps more red blood corpuscles. Good health always finds exuberance in ways appalling to the anaemic and those afflicted with the hookworm. Chicago is not a city of boasters —

Chicago. Statue of Lincoln by Saint-Gaudens, America's greatest sculptor. South entrance to Lincoln Park.

it is a city of boosters. A lot of people do not know the difference. A good booster is a great asset in any locality. An army of them is invincible. No one needs to apologize for Chicago in this respect and the citizen who feels called upon to do so will not be unwelcome if he takes his departure for the region of his ancestors.

As for the scribe who depicted Chicago as a "one street town"— this is amusing. His survey must have been made in a taxicab with his eye constantly on the meter. I think he was from New York, and he might have said the same thing about his own city. In truth, the average public's knowledge of New York's street system obtains pretty largely to Fifth Avenue, Broadway, and Riverside Drive, but this trinity of world-famous streets falls far short of describing the network of remarkable thoroughfares interlacing the nation's metropolis. Dealing with Chicago, if he had in mind the business center, would he refer to the world-famous Michigan Avenue or the universally recognized greatest shopping street, State Street, or to the Theater Way, Randolph Street, or Chicago's White Way, Dearborn Street? If so, he might have contrasted these to New York's Fifth Avenue, Broadway, Thirty-third Street, and Sixth Avenue.

If he referred to Chicago's residential development, did he mean the beautiful Lake Shore Drive, the aristocratic Astor Street, the beautiful Sheridan Road, the wonderful Drexel Boulevard, or the palatial Grand Boulevard—not to mention a host of others? If so, he might have contrasted these with New York's Riverside Drive, upper Fifth Avenue, Madison Street, Central

Parkway West and, barring a host of others, that describes New York's residential section.

Any adequate description of a great city based upon intimate and accurate knowledge must find true expression in a survey of not only the entire city but its environs. When one is moved to describe Chicago, he should know something of the beautiful and almost incomparable suburban district on the north shore of Lake Michigan. The location, setting, and palatial development of Lake Forest, Evanston, Kenilworth, Highland Park, Glencoe, Winnetka, Hubbard Woods, and Wilmette form a background to Chicago of physical charm and luxury as grand and inspiring as those of the most boasted of cities, old world or new. Let him know something of the finely developed residential section within the city's borders to the southward and in the vicinity of Washington Park. Let him know something of the highly developed and beautiful suburb, Oak Park, to the westward and her sister villages still farther out on the same course—Wheaton, Elmhurst, and Hinsdale. In order that their real significance may be the more appreciated, it is desirable to give some attention to the area of Chicago with the astounding facts and contrasts it reveals.

The area of Chicago is one hundred and ninety-eight square miles. It is twenty-six miles long and nine miles wide.

New York, with more than twice the population, has only twenty-one per cent more area than Chicago, or two hundred and forty square miles. It is thirty-five miles long, including Staten Island, and fifteen miles wide.

London, with three times the population, has thirty-

five per cent less area than Chicago, or one hundred and twenty-three square miles. It is fourteen miles long and ten miles wide.

Berlin, with a million greater population, has forty-six per cent less area than Chicago, or one hundred and six square miles. It is eight and one-half miles long and five miles wide.

Paris, with a quarter of a million greater population, has seven per cent less area than Chicago, or one hundred and eighty-four square miles. This includes the department of the Seine, and extends the limits nearly five miles outside the walls. Paris proper has only thirty-two square miles and is seven and one-half miles wide and five and one-half miles long.

The large area of Chicago must be given important consideration in whatever is said about it. In cities of restricted area civic and physical problems are reduced tremendously. The three cities leading Chicago in population but falling far short in area have a correspondingly increased corporate fund, which is of tremendous significance when surveying the effects of intensive development and attractive surroundings.

Chicago's area is greater than the combined area of Boston, Cleveland, Detroit, and Pittsburgh. It is four times greater than New York's when that city comprised only Manhattan and the Bronx. This was as late as 1890, and it is nearly twice as great as present Berlin; six times greater than Paris proper; and a third greater than London. If Chicago was laid out in a perfect square, it would be 14.8 miles square. To circle the entire city one must travel eighty-six miles. To cross the city

on the diagonal of a square one would travel 19.8 miles.

It is apparent on the face of these facts that New York, with more than twice the population of Chicago, and nearly three times the annual corporate fund for city improvement and maintenance, and with only one-fifth more area, makes Chicago loom up big in its civic accomplishments. Imagine its limited corporate fund in contrast with its vast area, and it will be realized at once that it is confronted with a tremendous task in properly policing, to say nothing of lighting, school development, sewage, water mains, park maintenance, and other common public necessities. Withal it has two thousand and seventy-nine miles of paved streets and is the best paved large city in the world. One way of showing the bigness of Chicago's area is by the length of its longest street, Western Avenue, twenty-three and one-half miles long. Halsted Street is next and is twenty miles long. I never think of Western Avenue and Halsted Street without being reminded of the experience of my friend who was born and reared in a little burg in the hills of Tennessee, but who removed to New York to engage in business when a young man. On his first visit back to the home town, with considerable pride and an air of ownership, he was describing New York to a little group of village wags and wiseacres gathered around the stove of the single grocery. Both figures are familiar to everyone acquainted with the character and life of a cross-roads town. My friend had just pictured Broadway as a fourteen-mile street. The jaw of a bewhiskered old fellow dropped, and with a look half of awe and incredulity, he said, "Be thar stoers all o' the way?"

Small town people the country over are accustomed to judging the size of a town by its number of stores, or the size of the business center. In this town, where there were but three stores, this old man, who never had been away from it, had utterly no comprehension of a developed street fourteen miles long, and his query was perfectly natural. I have often thought of it because it epitomizes exactly the estimate people have of cities in accordance with their knowledge and understanding. Just as the old man's three store street was his idea of the size of a town, one may form a fairly good idea of the bigness of Chicago by its Halsted Street, and there are stores literally all the way from one end of the city to the other. It is the most important west side street of the city.

The total frontage of stores and business houses, not including factories, in Chicago, if placed in a straight line, would reach from Chicago to Detroit, two hundred and eighty miles. There are one hundred and sixty-three buildings of ten stories and over in the Loop alone.

Contrasting Chicago with larger cities, in the light of its restricted public finances and vast area, it will not be thought strange if its paving, as extended as it is and as good as it is, is somewhat sporadic, and if there are certain large areas which are not attractively developed. Neither will it be thought strange that the sections which are intensively developed and of the highest aesthetic character are interspersed with undesirable breaks in development.

Chicago has been described as a haphazard group of overgrown villages. That is not quite true, but it serves

admirably to indicate just what Chicago is from an organized city planning standpoint. The real problem of the city planner is to bring all the unknitted parts together in a suitable garment as a whole. No other city of my acquaintance holds so many separate, isolated, and highly developed districts within its borders. In every section there are settlements of this character, any one of which would make a good-sized city in itself. Seven miles from the corner of State and Madison streets in the section where I live, there is a thoroughly metropolitan highly developed city of more than two hundred thousand people. It is only removed from the heart of the city by a series of parks, boulevards, and a better class of residential development. Beyond it to the north and west is another stretch of seven miles of other groups of cities and intervening broken areas before the city limits are reached. This description will serve as a picture of what is true to a greater or less degree in every other section of the city.

It is forty miles around the chain of boulevards which connect and hold together the great parks on the west, south, and north sides of the city.

The Loop district, more famed by its name and character than any other spot on the face of the globe, excepting possibly "Little Britain" in London, is so amazing as to be highly dramatic. This seething caldron of commerce, finance, traffic congestion, and humanity embraces only one-quarter of a square mile — one eighth-hundredth part of the entire area of the city. In this little patch — about the size of a good country town — there are nineteen streets east and west and north and south. On

fifteen of these streets are street-car tracks and cars turning in all four directions at every intersection. There are daily ten thousand street cars, one hundred and fifty-two thousand vehicles of other sorts, three hundred and twenty-three thousand working population, and one million one hundred thousand floating population. This wildly pulsating heart is held viselike in the coil of the river, which bounds it on two sides, the railroads on the third, and the lake on the fourth. The river is spanned at every block with bridges, of which there are twelve in this central section. This constitutes a great menace to street traffic, placing a burden of delay and congestion upon the entire movement and traffic system of the city —an unnecessary burden which should no longer be tolerated, as sixty-eight per cent of the lake commerce is now going on to lake port harbors at Calumet. That portion which is destined for the Chicago River should not be there at all. When it is gone and supplanted by lighterage instead of deep-draft vessels, the bascule or open type of bridge will go, and in its place will come stationary structures of monumental beauty to open up the congested arteries of the city's street system.

Chicago's retail shopping district is world famous.

In no city of any country may one delight in "window shopping" to such an extent as is afforded on State Street's seven blocks of intensively developed merchandising emporiums.

The show windows in this limited section measure ten thousand eight hundred and thirty-four lineal feet. One hundred and seventy-three thousand three hundred and forty-four square feet of solid glass form a veritable

panorama — alluring, enticing, and as varied as the wants of man and pocketbook. Nowhere in the world has the art of window decoration received so much attention, either in study or skilful execution. Window artists from all the big cities of America, and even from across the water in England and the Continent, visit Chicago for the sole purpose of studying the wonderful window displays. One of Chicago's great retail houses has been known to spend between sixty and seventy-five thousand dollars for decorative schemes for a single "opening" and between twelve and fifteen thousand dollars per window alone.

The shop windows are remarkable in their variety and extent of merchandising decoration every day in the year, even in the dullest times, and during the spring and fall "openings" they are wonderful. The wealth of merchandise and artistic embellishment and the high degree of art execution and decorative scheme during these notable functions are not only stupendous but fascinating and instructive. Even the great stores devoted solely to the cheapest wares lack nothing in skilful and elaborate window ornamentation.

J. Clarence Bodine, one of the foremost commercial artists of the country, who has been connected in a large way with store window decorative art in the leading cities of America, has stated that:

"The proper and effective display of merchandise is considered one of the greatest assets toward business building; it is one of the strong fundamental principles of selling. The educational value of this principle of display cannot be overestimated.

"The modern show window is the means whereby millions of persons that seldom visit a museum of art have the advantage of a commercial art exhibit, in which they can view a valuable art and an art with a purpose. The example of art absorbed through these exhibits gives a sane basis upon which the observer can build safely his attitude toward the fine arts.

"This art is one which belongs to our day, our own civilization, and is one which is self-supporting. Our merchants feel that they do not spend thousands of dollars in this work, but rather that they have made a successful investment. Without the wonderful show windows the department store would be and appear nothing more nor less than a huge warehouse.

"The department store is an original move on the part of State Street merchants in modern merchandising, and the show windows of these stores are the well-spring of wonderful settings or backgrounds as an accessory to the proper displaying of merchandise. In this departure of commercial applied art Chicago unquestionably is the pioneer and leader. The average department store will spend $60,000 per year for show window space, decorative settings, and maintenance."

In no other city may one shop with the comfort, time, and money convenience as in this center of miniature World's Fair merchandising fame and reality.

In richness of the wares, the finest department stores compare favorably with the most exclusive specialty shops, and the variety far exceeds them.

The courteous attention of salespeople — to whom much schooling has been given — makes shopping pleas-

ant and profitable. Who has not been cheated and disappointed by careless, inattentive clerks in establishments where one's exact wants could easily have been supplied? Volumes could be written of such experiences. Chicago has its "nit-wits" at the head as well as the foot of the business ladder, but these have been reduced to the minimum in the better way, modern-day school of efficiency.

Describing a shopping tour, a lady said to me, "Such stores, they are wonderful; unlike anything in the world; and I have visited many large cities in America and abroad. You can shop all day in a single store and find anything you want. You do not have to hunt all over for it. It is there—the very thing you desire, high price or low."

"Isn't that true of other cities, New York for example?" I asked.

"Chicago is distinctive in its big department stores," was the reply. "Nothing anywhere can compare with them. You do not find the variety in a single store in other places. They specialize in certain things and while they aim to carry everything, you quickly find that is not the case. In Chicago, when you are in a quandary as to price, not knowing whether you can be supplied at a minimum price instead of something more expensive, you do not have to hunt all over town to determine this. What you want is there. Besides, the clerks and department heads treat you as though you were a visitor at a fair. Even when you do not wish to buy anything but only to "look around," you are conducted about and things are shown and explained pleasantly and intelligently as though you were a visitor in a strange land

sightseeing. Speaking of variety, I am referring to staples and regular lines, although the same is true of seasonable goods, but naturally styles vary somewhat as to location, but Chicago is in the front rank as a style center. Chicago originates styles but, in perfect fairness to this side of the question, what is stylish in New York may not be stylish in Chicago and vice versa."

Michigan Avenue, with its array of specialty shops, exclusive in character, is at all times one of the world's most fascinating shopping thoroughfares and an altogether delightful promenade. Michigan Avenue delights one with its shops, as much as Fifth Avenue and the Rue de la Paix, and to these it adds the pleasure of spacious sidewalks. The vast width of the street—more than twice that of the others—flanked by the great open space in Grant Park—skirted by the beautiful, blue, dancing waters of Lake Michigan and the yacht harbor adjoining—truly justifies its designation as Chicago's "splendid mile."

While in most large cities the jobber or "middleman" is largely a thing of the past, Chicago still excels in these oldtime princes of wholesale merchandise. The advantages believed to exist by certain of the country's retail dealers in purchasing direct from the maker are all found in the greatest of all "open stocks" in the wholesale district.

Factory production, on the other hand, loses nothing of distinction in Chicago. "Made in Chicago" week has become famous throughout the great western, northwestern, southwestern, and southern empires of the United States, where Chicago, "The Great Central

Market," is firmly established. During this unique week the great retail stores throughout the city display in their windows and on their counters only merchandise "made in Chicago." Vast throngs of merchants from all over the country visit Chicago on buying expeditions at this time.

The words of the war song, *Where Do We Go From Here?* surged through my head at this point in my narrative about Chicago.

Chicago is so complex, so many sided, so intense, so big in so many big ways, that one is hard pushed to describe the city by any formal method of procedure.

A business man in a middle western city said, "Chicago, I detest it; what can you find in it to keep you there?"

"How much do you know about Chicago?" I inquired.

"Oh, I knew it fairly well some years ago."

"Have you seen much of Chicago recently," I asked.

"No, but I don't like it," he replied, "that's why I do not visit it more frequently."

"When did you last visit Chicago?" I persisted.

Slightly perturbed, the color mounting to his face, he blurted out, "Oh, I think it was thirty years ago, but I knew the place well then and I didn't like it."

"Well," I said, "thirty years is a long time. It is a longer time in the growth of Chicago than in any other large city in existence. Two million people have been added to its population in that short period. Thirty years ago Chicago was shooting up like Jack's bean stalk. It is still shooting up. It has never ceased to shoot up. What you saw thirty years ago and did not like were

Chicago. Drexel Boulevard — a link between the Loop and Washington Park on the "forty-mile" park and boulevard circuit.

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growing pains. During its maturing years, it has been taking on form, dignity, culture, establishment, and attractiveness, until today we have the mighty city, vast in area, vast in architectural development, vast in enterprise and big and tolerant in all things and toward all people—a city with a soul and a mind to achieve its destiny."

Thirty years is not long in the life of most great cities but ten years is too long in the life of Chicago for any outsider who has not visited it in a decade to judge the place.

During my residence of fourteen years in this city, physical changes have been wrought that appear almost unbelievable, and in that time I have witnessed Chicago's soul and mind expand as did that of Saul of Tarsus seeking the way and that of Plato seeking the light of knowledge.

An eastern scribe who, to paraphrase his own thought, was not actuated by a "spirit of timidity, of regularity, of safe mediocrity, who looked not over his own shoulder furtively in fear that he may have done something that was not nice," in contrast to some of his eastern brethren whom he described as "afraid to be themselves, afraid above all of being Americans, imitators of imitators, fourth-rate Europeans twice diluted," said of Chicago:

The sharp winds from the lake seem to be a perpetual antidote to the Puritan mugginess of soul which wars on civilization in all American cities. In Chicago originality still appears to be put above conformity. The idea out there is not to do what others do but to do something they

can't do. This idea is the foundation of all artistic endeavor.

Chicago as a center of culture will occupy another chapter, but before we leave the physical city, let us take a turn about the streets, boulevards, parks, and suburbs. The fascination and beauty of these are comparable to those of any other city. In some respects their enchantment is superior to all others. What other city possesses a drive forty miles in length skirting a great inland sea, the spray of which in turbulent weather dashes over it close to where it courses the business heart? Such is Michigan Avenue, the Lake Shore Drive, and Sheridan Road which, blended with the boulevard system of the south side, wend their way from the South Shore Country Club, nine miles south from the center of the city, northward thirty miles to Lake Forest and the Great Lakes Naval Training Station.

Starting from the South Shore Country Club at Seventy-first Street on the Lake Front, one may travel forty-four miles on a circuitous tour through the wonderful parks and over the connecting boulevard links without doubling back or crossing the city limits.

This beautiful journey, requiring several hours, will not, in fact, take the tourist nearer to the southern border of the city than nine miles. On the west he will not skirt the limits by three miles or get nearer to it than six miles on the north.

I have traveled in eight countries but I have yet to discover a city where a wooded drive, continuous for nearly fifty miles, may be enjoyed that is so environed and interspersed with beauty spots; objects of natural, historical,

and art value; and flowered and wooded expanses in never ending variety; shot through with sparkling sunlight and sentineled by the blue waters of a great lake.

This is merely a circuit of the boulevards and parks. It does not include the miles of beautiful streets leading from or paralleling this circuit. It takes no count of the glorious miles of avenues dotted with enchanting villages adjacent to the city limits and reaching far out on the rolling prairies westward and stretching leagues northward close to the water's edge of the lake.

We shall begin our boulevard trip from the South Shore Country Club, one of the most interesting and attractive in America—a country club (imagine such luxury) within the city limits midway between the center and the edge and nine miles from either. Such Edens of ease and recreation are always situated far from the city's noise and turmoil and away from its citadels of humming industry.

Leaving the portals of the city-locked country club, the passage is made northward skirting the club's yacht harbor where myriads of pleasure craft are constantly havened. Presently Jackson Park is entered at its southern border. Crossing its rich acres we traverse the beautiful expanse—now historic—which once housed the world-famed World's Columbian Exposition.

Jackson Park, the largest of all of Chicago's wonderful parks, almost comprises a full section of land. Its five hundred and forty-three acres contain an eighteen-hole golf course and a smaller one of nine holes. Golf is here free to the public.

To the right of the large course, the sojourner first

sees a sheltered harbor where, riding placidly at anchor, may be seen two of the caravels of the Christopher Columbus expedition to America in replica — interesting relics of World's Fair days.

Just beyond the large golf course, facing the lake as if in eye search of the mariners of old who sailed westward with Columbus, is the beautiful statue of the Republic. In commemoration of the World's Fair site, upon which it stands, the great figure forty feet in height stretches its arms aloft to the skies — a silent and majestic token of the Old and New World proclaiming the dawning of an everlasting day of fruitful expansion and security for all mankind.

Onward to the north a far-flung view of Lake Michigan with its ocean-like vastness greets the eye. Rounding a curve in the lake shore, the German Building of the World's Fair — a gift to Chicago from the German government — is seen.

Close by is one of Chicago's noted bathing beaches and adjacent is a picturesque pier for the protection of small craft, where in rough weather the sea dashes in majestic splendor, breaking its monster, foaming, seething mountains of liquid beauty against its formidable stone antagonist.

Turning shoreward past the smaller golf course there is fascinatingly revealed the inspiring sight of the great Field Museum of Natural History. Like a dream of ancient Athens, the home of one of the world's most valuable museums rises in all its weathered glory, for this is the old Fine Arts Building of the World's Fair.

Opposite, and as if to blend the ancient with the

present, leading out of the park are long avenues, with palatial residences set back in park environment.

Westward from the museum stretches the Midway Plaisance, the World's Fair Street, then universally known as "the street of all nations." This bizarre thoroughfare perhaps did more to advertise the exposition than any other of its many wonderful features.

A mile in length, this broad mall is lined on the left with family hotels and pleasure gardens and on the right with the towering and widely dispersed buildings of the great University of Chicago. Between the Midway and the University buildings, lies a great stretch of sunken playgrounds lined with stately trees like the country roads of France.

The Midway connects Jackson and Washington parks —two of the greatest pleasure grounds in the United States.

Washington Park—one-third smaller than her big sister close by, yet nevertheless a very big playground with her three hundred and seventy-one acres—is somewhat more formal in her landscape architecture than other famous Chicago parks.

Washington Park resembles a great private estate of a wealthy man—cultivated to the last detail. Tasteful in its platting and rich and restful of verdure, it is, with the exception of golf, exceptionally well equipped with games and sport facilities of the less common sort, such as archery and fly casting. It has magnificent floral exhibits in its mammoth conservatory and is unusual in educational botanical facilities.

Leaving Washington Park via Garfield Boulevard, the

eight mile trip to the west side parks is varied and interesting. The first of the great municipal gardens situated far westward from the lake is Douglas Park. The journey in six sections, over boulevarded streets all the way, is by way of Garfield, Western, Thirty-first, California, Twenty-fourth, and Marshall boulevards. Over this rectangular course many interesting features of the great city are encountered. Small parks, fine residences, splendid apartment buildings, small shops, public institutions, churches, reformatories, hospitals, grain elevators, railway shops, mammoth industrial plants, technical schools, and river, and canal passages lie along the route connecting Washington and Douglas parks.

Directly in this course are three of the world's most beautiful and completely equipped playgrounds for children — Sherman, McKinley, and Gage parks.

Bisecting it are the Union Stock Yards — the greatest in the world — the intensively developed Central Manufacturing district and, cut in twain by it, is a vast area in which are domiciled people of many tongues and races.

This wonderful chain of boulevards varies the monotony of commonplace thoroughfares and, like oases in a desert, supplies attractiveness and beauty such only as broad, well-paved street expanses lined with trees, flowers, shrubs, fountains, and statues can do.

In most cities boulevards are the highways of the rich. In Chicago the poor and rich alike share in their fascinating miles, which are legion.

Douglas Park contains one hundred and eighty-two acres. It is replete with recreational features, designed to delight and refresh the people of the crowded west

Chicago. Ogden Park playground. Chicago is more famous for its playgrounds for children than any other American city.

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side with the kind of sports denied them by their distance from the lake. Swimming pools, a natatorium, and shower baths combined with all manner of outdoor sports are well-springs of happiness and health.

Next in this galaxy of pleasure and nature beauty—two miles distant from Douglas Park—is Garfield Park of almost the same size, and the most westerly of the three big west side parks on the boulevard circuit. It is reached over Douglas and Independence boulevards.

From Garfield's center, leading straight to the Loop, the city's business heart five miles distant, are Jackson and Washington boulevards.

On the way over from Douglas Park are numerous churches and synagogues, for this is in the Jewish district. There is a home for the blind, a home for children, one of the city's finest high schools—truly impōsing—and then is reached the better residential district of the west side. But before that the panorama has recorded the plant of the greatest mail-order, merchandising establishment in existence.

Each of Chicago's big parks is distinguished for something, each having its own specialty. Garfield goes in for orchids. The rarest orchid collection in America is in the Garfield conservatory, which is the largest in this country, with an area of sixty-eight thousand square feet. Its superheated department is gorgeous with high-colored tropical plants. In the show house are the orchids, and the fern house built to nature, contains great tree ferns and lesser members of the fern family.

The out-of-door flower gardens in this, as in other parks, are beautiful and varied and the landscaping and

architectural development are not excelled on any other continent. Garfield has a golf course, winter skating, and accommodations for many forms of summer sports.

A feature to be found in most Chicago parks is the children's playgrounds and swimming pools, and excellent libraries and reading rooms operated as branches of the Public Library, in most of the park field houses.

One of the most beautiful parks of them all, an Eden of natural beauty and slightly larger than her west side sisters, is Humboldt, on a direct north and south line with Douglas, the first of the group, reached by Franklin and Sacramento boulevards.

The peacefulness of Humboldt is imparted by the skill of the architect who planned the grounds, walks, and drives that strangely secure a sense of seclusion. Nature here smiled with favor upon every growing thing until the whole area is like a great private garden, perfect in appointment. The rose gardens are famous and the playgrounds are complete.

At the north entrance is the equestrian monument of Kosciuszko, which is never without its wreath of flowers from his devoted countrymen.

The return to the lake from Humboldt to Lincoln Park is a six mile zig-zag north side trip conforming in its course almost exactly to the boulevard connection on the south side between Washington and Douglas parks. Humboldt Boulevard, the first stretch, is three-quarters of a mile long and four hundred feet wide. The platting of this great width has made it one of the city's finest boulevards, though less than a mile in length.

The next jog is westward through broad Palmer

Square for half a mile, thence northward again on Kedzie Boulevard for the same distance with a sharp turn eastward into Logan Square, continuing on that course a mile and a half to Diversey Parkway, where there is a straight easterly run of three miles directly into Lincoln Park at its inner northern connection with Sheridan Road.

This stretch, with the exception of its approaches to the parks at either end, has little interest. In the vicinity of the north branch of the Chicago River are many factories but withal the connection is a pleasing drive terminating at the mecca of all park sight-seers, Lincoln Park.

This is said to be the most crowded park in the world and is the most fascinating out-of-door spot in all Chicago. Stretching like a ribbon four miles along the shore of Lake Michigan, it is ideally located and the most favored playground of the whole city.

Other parks are admired but Lincoln Park is loved like an old and true friend. Parks are like people—it is difficult to "cotton up" to some of them, but you instantly experience a sense of intimacy, of familiarity with Lincoln Park. Every nook and cranny draws you like the beckoning call of the old homestead. Home again—a sense of proprietorship grips one immediately it is entered. Welcome is in its atmosphere; attraction invests every direction and situation.

At the entrance to Lincoln Park the circuit tour turns south, but Sheridan Road stretches northward along the lake all the way to Milwaukee, passing through the splendid north shore suburbs and Chicago's most exclusive

residential district. Entering the park, there is a choice of three driveways. The western one skirts the edge and is fronted with fine residences and apartment buildings. The inner drive courses the middle and the outer one borders the lake. This quay stretches from the Municipal Pier, at the mouth of the river, miles northward to the new park land that is still being filled in.

Lincoln Park is famous for its zoological garden containing eighteen hundred animals; its large aviary, with its numberless birds of every variety, is a never ending delight to old and young; its old-fashioned flower gardens contain six hundred varieties of native flora and its conservatory is noted for its annual show of chrysanthemums. The new reclaimed section contains a fifty-seven acre yacht harbor and adjoining this is a nine-hole golf course. Southward, opposite the quay, is a mile long lagoon, ideal for racing, and a protected harbor for canoes and launches which are docked here in great number. Lincoln Park boasts an Academy of Sciences containing two hundred and fifty thousand volumes and many cases of native fauna. Its area of four hundred and twenty acres abounds in fine statues, the most noted of which is St. Gaudens' statue of Lincoln, said to be the finest work of that great master and likewise the finest statue of the Great Emancipator ever sculptured.

The various nationalities that have blended so harmoniously in the development of Chicago have given storied bronzes of their greatest geniuses as artistic memorials in this beautiful pleasure ground. William Ordway Pardridge has glorified England in a statue of Shakespeare "who lived not for an age but for all

time;" the Danes gave their master of childhood folk lore, Hans Christian Anderson; the Swedes, their genius of plantology, Linné; the Germans gave Goethe, Schiller, and Beethoven; Rubisso's General Grant is reckoned one of the finest equestrian statues in the United States; and the monuments to the aborigines, John Boyle's "The Alarm," and Henry Dallam's "The Signal of Peace" are notable examples of the sculptor's art.

On the approach to the Lincoln statue, which is passed near the southern entrance, one is reminded of the striking resembance of the immediate environs to that of Hyde Park, London, from its approach in Rotten Row. Southward may be seen the towering battlements of the city's downtown district. Jutting for a mile out into the lake is the great Municipal Pier. On the left is the shore drive, lagoon, and long narrow intervening island spanned by the famous high bridge, from the foot of which small steamers ply between Lincoln and Jackson parks.

Touring southward from Lincoln Park at North Avenue, back to Washington Park, the distance is seven miles. The first mile is on Lake Shore Drive, known as the "Gold Coast," because of its solidly built-up area of palatial residences of the wealthy. Opposite is a beautifully wooded strip and the southern section of the Lincoln Park quay which, paralleled by an outer shore drive, sweeps in a graceful curve toward the mouth of the Chicago River a mile distant.

From the crest of this bend, a magnificent view is afforded of the north shore. Twisting and turning a broad sweep of lake and sky greets the eye until distance

shuts out from the vision one of the most glorious vistas of any of the world's great centers. That bend is a superb location for family hotels and apartment buildings of the first rank.

Midway between the park and the Chicago River is the Fourth Presbyterian Church, one of the finest Gothic structures in America. The second mile southward is through the area of the new extension of Michigan Avenue, which, when completed, will provide Chicago with an unsurpassed promenade and shopping thoroughfare. Already it is spoken of as the Rue de la Paix of Chicago.

Next is reached the famed Loop — the business heart of the city. Passage is along Michigan Avenue, known to the swagger set as "Boul. Mich." From the mammoth office buildings, hotels, clubs, and theaters towering on the left, a view is to be had of Lake Michigan and the yacht harbor opposite.

Lying between and a mile in length is the broad undeveloped expanse of Grant Park containing two hundred and five acres, in which are located the Art Institute and the Logan monument.

Back of Michigan Avenue is the roar and rush of mad traffic distributing itself throughout the Loop. Adjacent is the great retail shopping district and back of that the hotels and financial district, then the wholesale market and finally the river again — the south branch — the railway terminals and the entrance to the west side.

On the southern border of Grant Park, extending lakeward is the magnificent new Field Museum facing the broad northern sweep of the lake.

Grant Park is in the making. Temporary provision

DANIEL CHESTER FRENCH, SCULPTOR

Chicago. Statue of the Republic, Jackson Park. Erected in commemoration of the World's Fair site upon which it stands.

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has been made for athletic work and already many famous events have been held there. During the war it was an invaluable rendezvous for military mobilization and activity. The north section skirting Michigan Avenue, where final operations are begun, is now superbly adorned with a Grecian peristyle and fountain, sunken gardens, monumental street entrances and artistic lighting—by Architect Edward H. Bennett. Facing south, imposed against the Art Institute, is the Ferguson Fountain of the Great Lakes. This, by Lorado Taft, Chicago's own genius, is one of the most remarkable pieces of sculpture in America.

Ultimately there is planned a great stadium and other embellishments in Grant Park, designed to secure the highest utility from its strategic location. What a boon to a great city is a park, a mile long and half as wide, in its seething heart, flanked by a vast traffic and commerce on one hand and a refreshing ocean-like expanse on the other.

A forerunner of what it may be, is the structure on its rim of the Field Museum, architecturally of Grecian conception, beautiful and stately, all of white marble, seven hundred and sixty-seven feet long and three hundred and fifty feet wide, the largest marble building in existence, costing five million dollars.

Onward from the city's heart, the tour southward is continued two miles in Michigan Avenue through "Automobile Row," where from its scores of sales rooms yearly is sold the world's greatest retail output of automobiles.

Reaching Thirty-third Street, one has the choice of three routes to Washington Park—two miles distant.

He may continue all the way in Michigan Avenue, through the section that was once the city's most fashionable residential street, but is now given over largely to business and apartment buildings, with only a remaining trace of its former glory to remind one of its stately past. Or he may cross over lakeward to either Drexel or Grand boulevards, the two splendid, fashionable, interesting, and beautiful south side garden-ways.

The circuit is finished — wooded, boulevarded, parked all the way — forty-four miles. What then becomes of the scribe who designated Chicago as a "one street town?"

If the sight-seer has not grown weary of trees, shrubs, flowers, sky, and water; if his soul craves not the things which are of stone, brick, and mortar; if monumental stores, the hum of traffic, the jostling of hurrying workers, and the atmosphere of the shop and factory hold no attraction for him, he yet need not hie to distant parts for a change to the pleasures of nature. Let him continue from the rim of the circuit northward, prospecting the hidden nooks of the lake or boldly assailing the numerous bathing beaches, private and public. He may also find joy and fascination in the exploration of thirty miles of water-front suburbs, coves, beaches, and bluffs. Or he may find what he seeks in some of Chicago's fifty other parks or in other of its fifty-two boulevards with their seventy-four miles of inviting distance. If the big parks oppress him and he craves little nooks for quiet and seclusion, sixty-five small parks beckon him to their leafy shadows.

If he is accompanied by his children, he need have no

anxious thought for their comfort and happiness. In Chicago children are not a problem. They are a delight and they are delighting, for they have been provided with one hundred and forty-three playgrounds easily accessible from all parts of the city and with all the paraphernalia of childish fancy for games and sports.

There are five golf courses in the parks of Chicago. The playgrounds and sport facilities are incomparable. No city on any continent has provided its people with such varied, extensive and complete avenues for healthful and joyous recreation. The golf courses surrounding the city on all sides are more numerous and conveniently located than those of any other city in America. The people of Chicago do not have to go away to find pleasure and respite in attractive and beneficial surroundings. These abound on every hand and are doubtless responsible in large degree for the city's low death rate.

Chicago's parks are the best in the world as nearly everybody knows, but their combined acreage is insufficient for the needs of the people and large plans are under way for extensive acquisitions.

The desire for play is strongly implanted in Chicagoans. They work on the proven theory that a strong body makes a healthy and capable mind, and these they know are best to be found in pleasant relaxation out of doors.

Strangers in ever increasing numbers are finding Chicago and the delights it offers them. The mind, as well as the body, they have discovered, reaps a rich harvest from the extraordinary facilities for education in the parks. School children haunt them in search of knowledge of important subjects. The museums and libraries

of the parks alone are of great value and wide range, while the student of horticulture may revel in a maze of research of the widest and most profitable extent.

"*Urbs in horto*"—a city set in a garden—that is the old Latin motto which Chicago early took unto itself. How well it fits has here been revealed. It describes Chicago's setting precisely.

Withal it must not be imagined that Chicago's parks are sufficient for its needs. The total area in 1918 was forty-six hundred acres whereas expert investigation revealed the need for a very much greater area. The city has plans under foot for the reclamation of a score of miles along the Lake Front for park lands and the creation of new shore, parks, and playgrounds. Also there is being developed a vast chain of country parks —forest preserves close to and surrounding the city on its three sides away from the lake. Ultimately twenty-one thousand acres, of which more than twelve thousand have already been purchased, will be acquired. The Lake Front from the north suburbs to Jackson Park on the far south will be almost entirely developed to yield twenty miles of island parkways and lagoons to contains two thousand acres of superbly located playgrounds and drives.

Chicago is in the making. Arnold Bennett once said he left prophesy to the inspired. I shall be more bold and predict that in fifty years Chicago will be the most beautiful and eagerly sought large city in the entire world.

There are those who say it will be the biggest—that, I am willing to leave to the "inspired" but attractive and interesting in the extreme it is certain to become. Its

possibilities are unrivaled and its energy and ambition are prodigious.

The present city is unattractive as viewed from the approach by railroad. It is unfortunate that from every railway line entering the city the stranger sees mostly factories, and mile after mile of dingy workers' dwellings and large open stretches or sparsely developed areas.

The very extent and location of the railways produce that condition and effect. To gauge the real Chicago one must not judge it from the railway approaches nor from a hasty expedition about its streets in a taxi. To know it as an attractive place of many beauties—inspiring, impressive, and friendly—the stranger must sojourn within its gates and penetrate its recesses, social, and physical. Then he will know the amazing and magnetizing potentiality of the present city and he will sense and feel the certain greatness and beauty of its future.

The growth and development of Chicago has been remarkable even for American cities. Nothing illustrates this so well as the fact that, in 1828, the present Loop district was fenced in as a cow pasture. Ninety years later this pasture for cows contained one hundred and sixty-three buildings of ten stories and over.

About the time the cows had nipped the pasture pretty close, Chicago's mail could all have been deposited in a dry-goods box. Eighty-seven years later the mail volume of receipts had increased from an occasional package to an annual sum of $29,167,177.07.

In 1834, the year after Chicago was made a village, the tax levy was forty-eight dollars and ninety cents. In 1917, eighty-three years later, its total revenue was $80,-

231,540.82 and its assessed valuation at one-third of the real value was $1,032,876,669.

The city water works in 1834 consisted of a well sunk at a cost of ninety-five dollars and fifty cents. When America entered the Great War Chicago had five thousand miles of water and sewer mains.

In 1843 hogs were barred from the downtown streets. In 1917, six thousand automobiles crossed a single bridge in twelve hours and one hundred and thirty-eight thousand vehicles of all sorts entered the Loop during the same time.

In 1837, when Chicago became a city, the population was about four thousand. In 1917, it was estimated at three million.

The terrible fire in 1871 nearly wiped out Chicago's three hundred thousand inhabitants. It was the greatest conflagration of modern times. An area of three and one-half square miles and seventeen thousand four hundred and fifty buildings were destroyed. The property loss was one hundred and ninety-six million dollars and one hundred thousand people were made homeless.

In three years, scarcely a vestige of the fire remained, Work on the new city, characteristic of the famed Chicago spirit, was begun before the embers were cool, and its rebuilding was accomplished with incredible rapidity. The new city has risen stronger, bigger, and wealthier than before.

The World's Columbian Exposition in 1892, which commemorated the four hundredth anniversary of the discovery of America, began the dawning of a new era for Chicago. On the site of 668 acres, 188 acres were

Chicago. The "Ostend of America" in Jackson Park.

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covered by buildings, the exposition lasting six months and admitting 27,539,521 people. Remarkable enterprise attended the whole undertaking, which was an artistic and educational triumph of a character which amazed the world.

Is it strange that out of such an exposition and in such a city as Chicago, ten years later a great permanent ideal affecting the entire city was born?

It is a coincidence not to be marveled at that the leading architect who planned and executed the World's Columbian Exposition — Daniel H. Burnham — conceived and created the Plan of Chicago, a plan for more and better parks, if the latter be possible; wider and more properly connected streets; reclamation of the south shore Lake Front for thirteen hundred acres of parks and playgrounds; improvement and coordination of railway terminals and the acquisition of thousands of acres of forest preserves close to but outside the city limits.

Nor is it a mere coincidence that one of the directors of the World's Columbian Exposition — Charles H. Wacker — afterward became custodian of this plan as chairman of the Chicago Plan Commission, charged with the promotion of the Plan of Chicago.

The spirit of Chicago's pioneers who coped with the red man, who saved Fort Dearborn from destruction, who changed the course of the Chicago River at its mouth, who under great deprivation and natural barriers, founded the great city, and the spirit of the martyrs of seventy-one, and of the enthusiasts of ninety-two, is the indomitable spirit of the practical idealists of the present city — a city achieving its destiny.

CHAPTER XII

INSPIRATION AND INFLUENCES — MUSIC, ART, AND AUTHORS

THE true estimate of a city, like the true appraisement of an individual, is found in moral and educational worth.

The refining utilities of Chicago are varied, superior in scope and, in some instances, supreme.

Chicago has no class of snobs — no so-called "gentry" as in some old countries where these comprise the "cultured class." A very few hopelessly asinine people in the United States — mostly eastern — have tried to make themselves into "gentlefolk" by aping foreigners. All they produced was a poor imitation of a poor thing. The leisure class of the United States was the spoiled offspring of over-indulgent parents. The Great War put an end to that. It took the girls as well as the boys. The men of Chicago who, measured by their wealth alone, would be admitted to the station of Englishmen and Europeans of the "upper class" have too much good sense and good taste to aspire to that estate. Chicago's wealthy men are democratic and of the people. Chicago's wealthy women — God bless them — are regular human beings without social frills or furbelows. They belong to the community and are loved and respected by it. What then makes up the cultured class of Chicago?

The whole people given to mental and spiritual improvement.

Large cities contain the greatest advantages for moral and educational advancement and the most enterprising agencies of self-debasement.

Chicago's advantages and disadvantages are of a parity with any other city. It is because so many writers prefer to exploit its disadvantages that a word about its better, inner self may be pardonable. Besides, a survey of its moral and educational utilities will serve to emphasize the city's position in city planning and will in some measure account for its great practical ideal — the Plan of Chicago.

Perhaps no truer expression of the culture of a city can be found than in the degree of its ambition for attractive surroundings and orderly development and in its concern for healthful recreation and hygienic supremacy.

Cities house the noblest and the basest men and women, the finest cultural institutions and the lowest dens of iniquity, the best humanitarian facilities and the worst hovels of misery and disease. The elevation of the one or the other is the measure of the power of those influences which stand for the betterment of the people.

The conflict between the opposing elements of good and evil is relentlessly waged in Chicago, as it is in New York, Paris, London, Berlin, or any other great city. The difference is that Chicago has a complex citizenry more aggravated than the others. This is not a disadvantage; it only increases the difficulty of adjustment to local government and orderly influences.

Chicago has a larger floating population than any other city in the country, but its percentage of crime is less than those of first rank.

Just why anyone should set forth the cultural advantages of Chicago is not quite apparent on the face of things. Pondering the matter, two plausible reasons make it desirable to place emphasis upon them.

Business leaders — educated men — who know what Chicago possesses of educational worth, until recently, have overlooked the importance and desirability of attracting attention to that side of Chicago's make-up not represented in stocks, bonds, balance sheets, merchandise, and transportation.

"Business," of course, "is business;" but upon what does business thrive? Those things which make for efficiency, moral worth, education, refinement, and good order.

The Chicago Association of Commerce — splendid body — coined the expression, "Chicago, the Great Central Market." That's all right. It describes commercial Chicago exactly. In the early days of that remarkable organization, however, the executives, in various meetings and various propaganda, told the exclusive story of Chicago's bank clearings, value of building permits, annual export and import of merchandise and manufactured commodities, miles of railroads, and rapid increase in population. These reports — good and desirable — would not have been dimmed by blending them with the other and less material side of Chicago's life and development.

Business, business, business! Everyone in and about

Chicago has continually and eternally talked business, lived business, almost eaten business. This energizing, commercialized gospel of business has taken hold and spread, since Chicago was a budding, hustling, expanding metropolis, until outsiders have come to regard it as a city without a soul.

We think more of a business man, and we instinctively trust him when we know his finer side.

Business men are recognizing this and spreading the ideals of moral and educational advancement among their employes and in their propaganda. Cooperation, not competition, will be the watchword of tomorrow.

In 1912 the Council for Library and Museum Extension sensed the need of exploiting Chicago's educational advantages, and issued a telling booklet entitled, *Educational Opportunities in Chicago.* This council was liberally supported in its work by the Chicago Association of Commerce, indicating that this large and influential body was at last awake to the value of promotional effort in educational lines.

The foreword of the council's booklet shows eighteen of the city's leading libraries, museums, and social institutions combined for the purpose of "giving publicity to Chicago's educational system" and "to take stock of Chicago's educational resources."

The work of the council, the booklet says, was "outlined along two lines—publicity and coordination. Firstly it is realized that the educational activities of the city must be called to the attention of the public more clearly. The second task proposed lies in the coordination of the educational work of the city." Further the

foreword says, "A general supervisory body is needed to conserve the city's educational energy and to give to it direction into the channels of greatest opportunity and most pressing needs." A worthy movement indeed, and ably organized. This was the first concrete effort of educational forces to speak unitedly for the thing Chicago had so long neglected. In this the council has accomplished a greater thing for the nation and its city than it knew.

Chicago has one hundred and sixty-nine distinct institutions, devoted to every branch of the arts and sciences, including the libraries and museums.

In two things Chicago is unsurpassed in this country —its art school of the Art Institute and its musical educational institutions.

Its excellent public school system embraces twenty-one high schools and two hundred and seventy-two elementary schools, a teachers' college for the training of teachers, and various other schools for special purposes.

The total enrollment of the public schools in 1917 was 360,639.

The churches of Chicago number twelve hundred. These both directly and indirectly constitute the strongest moral force in the community. A city of churches is a city of good government, good manners, and good morals. Religious teaching and instruction is the foundation of all refinement and finer education, although this viewpoint may not be generally accepted.

A city with a good public school system and plenty of churches need not worry about its position in the world of culture.

INSPIRATION AND INFLUENCES

Music—a big thing in our lives—is the biggest cultural element in Chicago. All unbiased authorities will agree that Chicago is the foremost music center of the country.

Aside from the great American diversion of reading, nothing is more universal in its aesthetic appeal than music and it is now conceded that this country surpasses all others in its support of music. Within a decade it has become proverbial that a house without a piano is a place minus a necessary furnishing. Since the introduction of mechanical players which make dumb pianos eloquent, and the phenomenal popularity of the talking machine, it would appear that taste for music is approaching desirable culmination. A music lover in Chicago, a few years ago, declared in a public address, that, "Music has passed from the stage of luxury to that of a veritable essential in American life," and facts seem to fortify the soundness of his statement.

While mechanical aids are cited to indicate material progress, the human factor is still the preeminent force that breathes life and puts soul into music and the allied arts. The talking machine and the moving picture are two tremendously popular factors to be reckoned with in the current equation of amusement. The first named engraves the greatest voices of the world and records the technique of the finest instrumentalists and the ensemble of the most notable orchestras, yet it lacks the enframement of face and figure and psychic personality in its almost miraculous reproduction. The cinema has modernized the potential art of pantomime and given it astonishing and attractive visualization; still it lacks convincing and temperamental values and the unequaled

charm of the human voice as well as the stereoscopic value of life in the round. These mechanisms and illusions, wonderful as they are, do not equal or compensate for the personality of the Thespian or satisfy like the singers of the operatic stage whose art is allied with many others in its wide range of expression. The value of the theater and the charm of the opera remain unrivaled in satisfying the visual and auricular senses by the fullness of their art, expressiveness of nature, and the sweep of the imagination. A musical authority in discussing with me Chicago's position in the music world, declared:

It is only recently that the value of music as a civic asset has been thoroughly appreciated. Formerly it was esteemed. A fine art museum, a superb orchestra, and an imposing operatic organization were sufficient for the relaxation of busy people wearied with commercial pursuits. Although Chicago possessed these artistic attributes, she was modest in her exploitation, but now that her leadership has become marked, the things that led up to these achievements have a new interest.

Thomas Alva Edison says:

You ask me if music is a human essential. To the Esquimau or South Sea Islander, no. To the American, Englishman, Frenchman, Italian, yes. Mere existence demands nothing but food, drink, clothing, and shelter. But when you attempt to raise existence to the higher plane, you have to nourish the brain as well as the body. I don't think there is any sane person who would say that books are unessential to the maintenance of our civilization in America. Yet after its school days, probably less than one-fourth of our population reads with serious purposes. Music is more essential than literature, for the

PHOTO BY CHICAGO ARCHITECTURAL PHOTO CO.

Chicago. The Fourth Presbyterian Church, just north of the new Michigan Avenue extension, on the park and boulevard circuit.

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very simple reason that music is capable of releasing in practically every human mind enlightening and ennobling thoughts that literature evokes in only the most erudite minds.

Music next to religion, is the mind's greatest solace, and also its greatest inspiration. The history of the world shows that lofty aspirations find vent in music, and that music in turn helps to inspire such aspiration in others. Military men agree that music is essential to soldiers both in camp and in action. Music is not less essential to those the soldiers leave behind them. Instead of decrying music the demagogues and others, whose hysteria or self-consciousness has distorted their vision and befuddled their brains, should urge the nation to make music, to hold more concerts, to have more community singing — in short to do everything that reasonably can be done to make America a singing nation.

Harking back to the city's beginning gives a happy hint for the present estate of music. John Kinzie, the Indian trader and first white settler, it is recorded, had more use for his fiddle than for his rifle, and even when Chicago, as a settlement, was farthest west in the wilderness, music became its relaxation. The municipality was barely twenty years old when it had three music dealers, and the first piano was made in Chicago early in the fifties. The only piano house surviving the 1858 period is still in existence and its instruments are still standard.

A report of the Chicago Association of Commerce published in 1913 claimed that within the radius of its commercial activities sixty per cent of the 250,000 pianos annually made in the United States were Chicago products.

Chicago is now said to make violins in larger number

than any other city in the world, besides guitars, mandolins, band instruments, and high priced harps. It is likewise the largest fabricator of sinew strings and drum heads.

Chicago possesses the world's foremost music house, distinguished by the magnitude of its business, the extent of its territory and the scope of its stock. It annually does a business of over seven million dollars. Its record for the sale of fine old violins is world-famed.

In the realm of the pipe-organ Chicago also has the leading house. Once "the king of instruments" was almost exclusively confined to churches; now every moving picture theater of consequence demands one as a part of its equipment.

Another angle of musical interest is the local possession of the largest mail-order music publishing house in the world, the prints of both its popular and teaching libraries running into millions. Of its output, perhaps no one song has gone farther around the world than Mrs. Carrie Jacobs Bond's *The End of a Perfect Day,* a Chicago composition and publication.

These are sixty music publishers in Chicago. So much for the commercial side of Chicago as a center of music. These are evidences that here music has become a habit, if it is not a birthright.

Aside from these material matters, there are splendid contributory influences to Chicago's musical advantages in that the city is the abiding place of many skilled musicians. The American Federation of Musicians lists in its local chapter over three thousand instrumentalists belonging to bands and orchestras, and the Colored Mu-

sical Union has a membership of eighteen hundred. Nearly all of these players have pupils outside of the music schools. It is estimated that Chicago has five thousand teachers of music and if each had twenty pupils, there would be a hundred thousand pay pupils in the city.

As nearly three hundred thousand pupils in the public schools receive vocal instruction gratis, the volunteer army being raised for the appreciation of music is significant and growing from year to year.

Out of Chicago's ninety-seven music schools, only a few can be named, but they are impressive in their enrolment. The New England Conservatory of Boston, said to be the largest school in the East, claims three thousand pupils; but the Chicago Musical College claims over four thousand pupils or accounts; the American Conservatory admits three thousand; the Columbia School of Music, sixteen hundred; and Bush Temple Conservatory, fifteen hundred. Other representative institutions are—Chicago Conservatory, Sherwood School, Cosmopolitan School, Chicago Piano College, Balatka Musical College, Mary Wood Chase School, Hinshaw's School, Illinois College of Music, Ziegfeld Musical College, Centralizing School of Music, etc. A unique institution is the University Extension Conservatory—a correspondence school that has sixty thousand pupils scattered all over the world. These figures indicate that Chicago, as a musical educational center, is second to none.

Supplementing these instructive advantages is the music department of the Newberry Library. This collection includes works on the history and theory of music, collected works on composers, hymnology, and orchestral

scores. The music division of the Newberry Library is notable for its useful and unusual works needed by the student and the historian of music. The first list of books recommended for it was drawn up by George P. Upton, the well-known authority. In 1889 the musical library of Count Pio Resse of Florence, Italy, was acquired by purchase. This included a very large number of rare and famous titles and was particularly rich in works written by Italian authors on the theory and history of music. In 1891 the Hubert P. Main collection of English and American psalmody was acquired. A notable benefaction to this department was the library of Theodore Thomas, which was given by his family. It comprises the printed works on music which he used, a set of his concert programs complete from the beginning of his musical career in 1855, and the music scores used by him in conducting, with the manuscript changes or directions made by him in their original text. This valuable beginning has been judiciously increased from year to year.

The big choral organizations of Chicago came first in line of establishment for giving music of the highest class. The pioneer vocal body is the Apollo Musical Club now in its forty-fifth year. Formerly it gave four concerts a season and a Christmas oratorio. Then it had little or no competition. Now it gives but three concerts. Among other notable organizations are — Mendelssohn Club, Irish Choral Society, Musical Art Society, Bach Choral Society, Chicago Philharmonic, Marshall Field Choral Society, American Choral Society, Edison Choral Club, Chicago Singverein, Evanston Musical Club, and the Swedish Choral Society. The estimated

annual receipts of these are seventy-five thousand dollars.

There are or were a hundred German singing clubs, not counting Sennefelder Liederkranz, and Germania Maennerchor, and a number of Bohemian, Italian, Norwegian, Polish, Swedish, Lithuanian clubs — whose aggregate receipts add thirty thousand dollars more to the local score.

A very important musical enterprise is the North Shore Music Festival giving four concerts the last of May in the gymnasium of the Northwestern University (seating fifty-four hundred). Its ninth season, 1917, netted twenty-five thousand dollars in receipts and the management claimed the sales of the 1918 season considerably surpassed those figures. It has a chorus of one thousand voices, employs a fine symphonic orchestra and its soloists are the best. For the 1918 season its fifty-four boxes and ninety per cent of the seats were sold six weeks in advance of the opening.

The Civic Music Association was created in 1913. Its object is to promote and encourage the understanding, appreciation, and study of the art of music and the development of musical talent throughout the community, principally by providing musical entertainment and instruction gratuitously or at little expense in the small parks and playgrounds and other civic centers.

The steps which have been taken for the accomplishment of these objects are — the establishment, in the various park systems and public schools, of choral societies for both adults and children under the direction of some of Chicago's best musicians; the arranging of free Sunday afternoon concerts in the field houses of the

parks, where the programs are given by local musicians of recognized standing; and community singing in conjunction with orchestral concerts during the summer months at the Municipal Pier and in the parks.

All of these activities have grown and flourished from the very beginning of this splendid organization. The value of the choral work, particularly that of the children, cannot be overestimated. The work is carried on principally among the foreign elements of the city.

The effects of Americanization through singing are far-reaching. It does not stop, however, with teaching the children our national songs in English, for they carry the influence into their own homes, which reacts in many advantageous ways.

The community singing during the summer months (unfortunately the city has no available hall centrally located for winter work) has been most successful. Audiences varying from two to six thousand people have approved these concerts. This work is really a great civic expression and is a most active bit of leaven in the cause of democracy. At the "Sings" one may find people from all walks of life joining in the singing. Prejudices and distinctions are forgotten for the time being in the common enjoyment of the moment. There is no doubt concerning the influence for good which this particular activity exerts, and plans are being completed for the extension and enlarging of the association's community work.

The singing work at the United States Naval Training Station at Great Lakes was begun by the Civic Music Association. During the training of the men there in

the Great War, there was an attendance of three to five thousand enthusiastic Jackies singing patriotic songs in the "Ravine." From one evening a week the work grew to three days a week, and finally the entire time of Herbert Gould, "song leader," was taken over by the government as one of its regularly appointed song leaders working in conjunction with the War Recreation Board.

The funds of the association are obtained through public subscription. Membership may be obtained for any contribution ranging from fifty cents upward.

This association has filled a definite need in Chicago by bringing good music to a great number of people both by hearing and participation. It has brought them happiness and an appreciation of the finer things of life.

The Civic Music Association has inspired other activities of importance to the city, notably in the popular concerts of the Chicago Symphony Orchestra which were suggested by the City Club. Probably never before in the history of music in any American community has such an aggregation of artists ministered for an insignificant price. The popularity of these concerts has been phenomenal.

The Paulist Choristers of Chicago is America's most famous boys' choir. Organized by Father William Finn, the boys, one hundred and fifty strong, each year give a grand concert, and they succeeded in capturing the Paris and Philadelphia medals.

The Chicago Band Association, William Weil, conductor, organized and supported by public men and women to maintain a fine band and provide free concerts in localities where music is unquestionably a power for

good, has for ten years spent busy summers in doing most excellent work providing music for the people. Called Chicago's "War Band," it did valiant work in aiding the raising of war funds. Besides appearing at many notable public functions of state, it has furnished music at the Municipal Pier and in the parks.

There are numerous and enterprising societies organized for the betterment of music and musicians. Admirable work in advancing and exploiting American art has been accomplished by the Society of American Musicians, which has given weekly concerts for a nominal fee in Fullerton Hall in the Art Institute. Many opportunities for local artists have been offered under these auspices. The Guild of Violinists have their own publication and organization, while the organists and choir masters assemble weekly at the Baton Club where they discuss plans for the betterment of their work.

One of the great factors of music of the Midwest has been the Amateur Musical Club of Chicago—an association of women formed for the purpose of developing the musical talent of its members and stimulating musical interest in Chicago. In its career it has given four hundred and seventy-five concerts by its members and one hundred and sixty concerts by famous artists. Up to within a few years ago its activities were confined to the round of its members and their friends, its only public function being a concert each year to raise funds for scholarships for the encouragement of native talent. Ten years ago the scope of its activities commenced to widen in extension work. Its members gave concerts in various institutions, such as the Home for the Aged, the

Chicago Home for Girls, Olivet Institute, the Chicago Hebrew Institute, the Home for the Blind, the Presbyterian Hospital and other institutions. Then its philanthropies extended to the Chicago Commons, and it is quietly and effectively interested in many musical mediums throughout the city — from the Great Lakes Training Camp to the free concerts at the Municipal Pier. In 1915 the club changed its title to The Musicians' Club of Women. Fully two-thirds of its six hundred and twenty-five members are really musical artists and not amateurs. Their influence for good music in Chicago is inestimable.

Another organization that must be mentioned is the Lake View Musical Club, which for years has been not only active in well doing for its own members but also in a philanthropic way in providing scholarships for worthy young musicians.

A new enterprise with a charter membership of five hundred is the Chicago Foundation for Musical Education, which proposes to take up the education of poor but worthy students who meet the conditions of its examinations.

In 1915, Glenn Dillard Gunn, critic and musician, organized an orchestra of fifty instrumentalists, giving much time and enthusiasm to the project, which aimed at music for the people. The first season he gave twelve concerts and made good, despite croakings of pessimists and the natural opposition to Sunday concerts. The second year the Gunn Orchestra gave twenty programs, fifteen being given in the Studebaker Theater and the remainder in the high schools. The third season the num-

ber had been considerably increased and the popularity of the organization had been attested by large attendances. No fewer than forty-seven American composers have been presented by it in Chicago for the first time, and thirty-three American artists have been introduced to this public.

The Philharmonic Orchestra of Chicago, organized and directed by Arthur Dunham, with the idea of furnishing programs of good, high-class music and the lighter classics, came into existence in 1917 and established itself excellently. In this enterprise Director Dunham secured the cooperation of fifty public-spirited citizens acquainted with his ability, who guaranteed the enterprise. He then engaged fifty-one members of the Music Federation and his Sunday concerts in the Illinois and Blackstone theaters were a success from the start. The programs were admirably balanced for the taste of the music-loving public, and symphonies or parts of symphonies were given at every other concert,

Ravinia Park in 1908 evolved as an ambitious musical and architectural dream in one of the most picturesque places on the north shore. For several seasons it languished and meant little or nothing to music-lovers. In 1912 Ravinia passed from the doubtful estate of a railway side-enterprise to become something unique and vital with a big art incentive. Its possibilities so impressed a traveling writer that he said, "Ravinia Park is the most interesting and harmonious, attractive, architectural *al fresco* musical enterprise in the world." Under the new *régime*, in addition to enlisting notable operatic and vocal talent of metropolitan merit, it has an orchestra of fifty

Chicago. Garfield Park Conservatory, the largest in America, covering sixty-eight thousand square feet.

Chicago. Garfield Park on the "forty-mile" park and boulevard circuit.

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pieces made up of instrumentalists from the Chicago Symphony Orchestra, and its operatic and concert programs from season to season have grown more impressive and ambitious, so that it has become a habit with music-lovers and pays its way.

John Philip Sousa, the "March King," in 1892 organized in Chicago the band that bore his name so many years. This was five years before he wrote his masterpiece, *Stars and Stripes Forever,* that has been marching around the world ever since. Lieutenant Sousa is not only one of the most distinctive figures in music, but his versatility is attested by the fact that he writes both the words and the music for his operas. He was the leader of the Marine Band at the Great Lakes Naval Training Station, which numbered eighteen hundred instrumentalists—undoubtedly the largest organized band in the world. It reflects credit upon its director, Chicago, and the Middle West.

Undoubtedly the largest factor in Chicago's musical progression is the Chicago Symphony Orchestra, which was organized in Chicago by a number of men interested in promoting the highest class of instrumental music. The Orchestral Association was incorporated December 16, 1890, and Theodore Thomas, famous for many years as a conductor, was engaged to lead the new organization, which was then named the Chicago Orchestra. The preparations were completed in 1891 and the first public rehearsal was given at the Auditorium Friday afternoon, October 16, of that year. Out of the need for music at the World's Columbian Exposition grew the organization of this orchestra, which gave its con-

certs in the Auditorium until the erection of Orchestra Hall. The first concert there was given Wednesday evening, December 14, 1904. Theodore Thomas died January 4, 1905, and the orchestra, which until then had been called the Chicago Orchestra, was named the Theodore Thomas Orchestra. Frederick Stock, after the death of Mr. Thomas, was made conductor. On February 24, 1913, the title was changed to the Chicago Symphony Orchestra (founded by Theodore Thomas). The orchestra enlists seventy-five players of the very first rank, a number of whom have been with the orchestra since its beginning. Its home is in Orchestra Hall, which has been recognized as one of the greatest concert centers in this country. In 1902 the directors of the organization raised, by popular subscription, a building fund of $600,000 which was invested in Orchestra Hall. Since then $300,000 has been paid off and less than half of this amount will clear away all incumbrances. The subsidy by rental and leaseholds of the building take care of orchestral expense and fixed charges.

The Chicago Symphony Orchestra gives twenty-eight evening and twenty-eight afternoon performances during its regular season. Its latest artistic venture is the "pop" concerts on Thursdays, which are without question the world's greatest bargain in music. This organization is one of the few musical bodies that have a waiting list, so great is the demand for the season seats on Friday afternoon. The organization makes extensive spring tours and has been highly commended in most cultivated communities as an orchestral body second to none.

Through the beneficence of friends, the Symphony

Orchestra now has a pension fund for the players who have been connected with the body for twenty years that is sustained without cost to the players themselves. This pension fund is unique among orchestral organizations.

Grand opera has been the *sine qua non* of European art centers for a century. Every municipality in Italy, France, or Germany, if it expects any rank in the rating as a city, must not only have an opera house but an opera. If the government does not subvene these institutions, the municipality does, for the operatic is the highest of allied arts and is encouraged as a habit for the delectation of the people. In the United States grand opera has always been a private enterprise and if it is not self-supporting, it is dependent upon guarantors of public spirit to make good the deficit.

New Orleans antedated New York with grand opera as a permanent institution, and San Francisco on the far coast of California outdid both in the matter of prolific production. In the palmy days of the Tivoli it not only ransacked the standard repertoire but picked up novelties with a daring that allowed few to escape. New York, however, must be awarded the palm for long doing grand opera in a truly grand way. Its casts and productions have outrivaled such famous European institutions as the architecturally unsurpassed Grand Opera of Paris; the magnificent Royal Opera of Vienna; the Royal Opera of Petrograd (the home of the ballet); and those noble old edifices, La Scala of Milan and San Carlos of Naples; not forgetting the beautiful Colon Theater of Buenos Aires or the superb Nazionale of Mexico.

With the single exception of Buenos Aires (Brazil),

America pays more for music than other countries, and the grand opera casts here are unmatched elsewhere in the world. Boston and Philadelphia have fine opera houses but the lives of their organizations have been brief and intermittent. Chicago for years was dependent upon the East or South for grand opera visitation. The first opera heard in Chicago was in Rice's Theater January 27, 1850, when *La Sonnambula* was presented with Elice Briente as star. After that opera came from season to season but seldom with distinction, until Her Majesty's Opera gave the temperamental twist to the intelligent and impressive art that had been previously invested in Caroline Richings Bernard, Anna Louise Cary, or Clara Louise Kellogg. Chicago's first ambitious venture in a home for music was Crosby's Opera House and it had a dignified successor in Central Music Hall.

When the old Exposition Building was transformed to accommodate the Chicago Opera Festival in 1884, its success aroused a new interest in opera and a determination to provide the city with its abiding place and the Auditorium was erected. It is a vast and unusual structure, embracing a dual design — artistic and commercial. It has seatings for forty-two hundred persons, larger than any similar house of entertainment, is strictly fire-proof, has the first hydraulic stage erected in this country and several other architectural novelties. Despite its spaciousness, the acoustics of the Auditorium are as perfect as its lines of sight. It was opened by the Maurice Grau Company, December 10, 1889, with Adelina Patti as Julietta. The engagement continued for four weeks. Every year thereafter there was opera, the engagements

varying from two to three weeks, but after fifteen years they grew less frequent and diminished in length. During this time some notable records were established. One famous week of the Conried Opera reached $78,000 for eight performances (the highest prices for seats then being $3.50). The Auditorium served useful and varied purposes, accommodating everything from grand charity balls to democratic vaudeville, from Republican national conventions to melodrama and spectacle. President Benjamin Harrison was nominated in this house before it was completed. In 1903 it eclipsed all previous records with a six months' run of the spectacle, *America,* that drew one million people and over a million dollars.

In all these busy years it had never attained its manifest destiny in becoming the home of grand opera that should be truly its own.

In 1910, John C. Shaffer, Harold F. McCormick, Charles G. Dawes, John J. Mitchell, La Verne W. Noyes, Julius Rosenwald, Charles L. Hutchinson, R. T. Crane, Jr., George F. Porter, and Max Pam took up the lease of the Auditorium and organized the Chicago-Philadelphia Opera Company. In this enterprise they pooled issue with the directorate of the Metropolitan Opera of New York—Otto H. Kahn, Philip M. Lydig, Clarence H. Mackay, George J. Gould, and Harry Payne Whitney. Andreas Dippel, then associate manager of the Metropolitan, was chosen director of the new company and Cleofonte Campanini, musical director. A large portion of the million dollars they raised went to buy scenery, properties, and costumes, exclusive production rights of modern French operas and valuable artist contracts from

Oscar Hammerstein, who, in shrewd association with Maestro Campanini, had made the Manhattan such opposition to the Metropolitan that its elimination was a matter of business expediency. The new organization opened its season at the Auditorium November 3, 1910, with *Aida*. The alliance with the Metropolitan included an exchange of artists and the guests of the first season were many of the greatest stars—among them: Geraldine Farrar, Maurice Renaud, John McCormack, Mme. Melba, Antonio Scotti, Frances Alda, Lydia Lipkowska, Florenzio Constantino, Johanna Gadski, and Enrico Caruso. In all there were sixty-four performances, and twenty-eight different operas were given.

The Campanini concerts were inaugurated the first Sunday of 1910 and have been a feature in one form or another ever since. Under the magic of the Campanini baton this great organization of instrumentalists, one of the finest accompanying bodies, showed its capability in oratorio and high class concert programs. Following the Chicago season the company gave the same repertoire in Philadelphia, also presenting French operas every Tuesday evening at the Metropolitan in New York and visiting Baltimore on Fridays.

The second season opened with Saint-Saëns' *Samson et Delilah,* November 22, 1911. The notable new members included Luisa Tetrazzini, Maggie Teyte, Mme. Gagliardi, Helen Stanley, and Minnie Saltzman-Stevens. There were sixty-seven performances and thirty-one different operas. The Philadelphia and eastern season was given in the same order as before.

Puccini's *Manon Lescaut* opened the third season, No-

vember 16, 1912. The new artists were Titta Ruffo, Giovanni Zanatello, Marie Hay, and Lillian Nordica. The Chicago-Philadelphia Company this season made their first transcontinental tour visiting the Pacific Coast. A Philadelphia newspaper estimated the railway fares for two hundred and sixty people from coast to coast would cost over sixty thousand dollars.

The fourth season was epochal as the Chicago-Philadelphia Opera Company became completely localized. Harold F. McCormick purchased the stock of the eastern directorate, Andreas Dippel resigned and Cleofonte Campanini was made general director of the Chicago Opera Association. The new artists added to the company were Lucien Muratore, the greatest French tenor; Vanni Marcoux, baritone; Frieda Hempel; Nellie Melba, and Olive Fremstadt. The season opened November 24, 1913, with *Tosca,* Mary Garden in the title rôle. The organization made its second transcontinental tour to the coast this season.

There was an interregnum of grand opera in Chicago in 1914 but General Director Campanini was fortunate in holding virtually all of the artists engaged for that season and added to the number for the fifth season of grand opera, that opened Monday, November 15, 1915, with Ponchielli's *La Gioconda.* The artists included Geraldine Farrar, Emmy Destinn, Olive Fremstadt, Ernestine Schumann-Heink, John McCormack, Supervia Conchita, Louise Edvina, Alfred Maguenat, Francis McClellan, Marcia Van Dresser, and Maria Kousnezoff. There were seventy-three performances given and thirty-seven operas presented during the ten weeks' season.

Prior to opening the succeeding season, the indefatigable director, Cleofonte Campanini, conducted a three weeks' tour through the Middle West under the direction of Charles Ellis of Boston, with Geraldine Farrar, Louise Homer, and Lucien Muratore. He opened his sixth season at the Auditorium, November 13, 1916, with Verdi's *Aida.*

The great artistic sensation of this season came with the first Saturday matinée when Amelita Galli-Curci, a stranger to America, made her début as Gilda in *Rigoletto.* Her triumph was instant and complete, recalling the palmy days of Adelina Patti. Her subsequent appearance as Lucia and as Violetta confirmed her in esteem and when she appeared with Lucien Muratore in *Romeo and Juliette,* the compliment to Campanini's artistic astuteness was undeniable. The latter-day sensation was the appearance of Lucien Muratore in *Pagliacci,* one of the greatest performances ever witnessed on the historic stage of the Auditorium.

The seventh season of the Chicago Opera Association was preceded by a three weeks' tour through the Middle West with Amelita Galli-Curci, Mme. Melba, Lucien Muratore, and Georges Baklanoff. It was the most wonderfully successful tour in the matter of financial returns ever projected. The regular season opened at the Auditorium Monday, November 12, 1917, with the first representation in America of Mascagni's *Isabeau* with Rosa Raisa, the greatest dramatic soprano of the time.

During the seven seasons of grand opera, Chicago's own company at the Auditorium have given five hundred and one performances, presenting thirty-six novelties

under the Campanini *régime*. This indicates the remarkable activities of music-lovers. The record of the Auditorium for the first nineteen years of its existence was two hundred and seventy-eight operatic performances; (seventy-nine different operas); eighteen operas, and one oratorio had their first hearing on this stage.

The original million-dollar investment since the first season has been paid in several times. Close calculation as to the cost of an opera representation estimates it averages seven thousand dollars, and one thousand dollars additional on tour. The visible assets of the Opera Association have doubled since the Hammerstein purchase.

Thanks to the unfailing generosity of Harold F. McCormick and guarantors, Chicago has enjoyed remarkable opera, superbly staged.

The 1917 sensational success of the Chicago Opera Association in New York and Boston showed critical commendation and public appreciation up to the par point. In the March issue of the *North American Review,* Lawrence Gilman had it:

> Sirs and Madams of Chicago, we of New York salute you. You have immeasurably enriched the winter of our operatic discontent. . . . . We have all been happy and delightfully applausive, and perhaps made glad the heart of Mr. Campanini and his indulgent associates to an extent sufficient to persuade them to come East and comfort us in our provincialism, reminding us that New York, after all, is not the musical center of America.

The Board of Education maintains a department known as the Department of Music for elementary and

high schools. This department is in charge of a supervisor, Mrs. Agnes C. Heath. She has working under her ten assistant teachers, one assigned to each of the ten sub-districts of the city. They demonstrate teaching and also supervise the teaching of others. There is likewise maintained at the normal school a Department of Music, with a department head for the training of elementary teachers in the teaching of music in the schools.

For many years Chicago has maintained a unique feature in district assembly singing. Once each year—in the springtime—the children are gathered at various centers where they give a purely musical program of vocal and instrumental music. These meetings are very popular with the teachers and the children.

Great stress is put upon the learning of folk songs, national, and patriotic, although the technique of music is not neglected. The actual teaching of music to the children is left largely to the room teacher, but it is an important part of the recreational life of the school. Most of the schools in Chicago are opened in the morning by the singing of some favorite song. How could any city do more in the way of emphasizing and encouraging the love for music than Chicago does?

The Board of Education likewise maintains in the superintendent's office a Department of Art for the elementary schools with Miss Lucy S. Silke in charge. This department is organized similarly to the Department of Music, having ten departmental teachers who teach demonstratively and supervise the teaching of art by elementary school teachers. There is also maintained in the normal school a Department of Art, under a depart-

Chicago. Humboldt Park. This equestrian monument of Kosciuszko is never without its wreath of flowers.

Chicago. Garfield Park Conservatory. Its superheated department is alive with highly colored tropical plants. Here is to be found the rarest orchid collection in America.

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ment head, who is responsible for the training of elementary teachers in the matter of the teaching of art.

Art in Chicago includes graphic representation and design. A gradual change is noticed in the emphasis placed upon these branches of art in recent years. Not so long ago the emphasis was placed upon graphic representation, but gradually it is being shifted to design in ornamentation and form. This brings art in close connection with construction, into which it is gradually being merged. It is not meant by this that graphic representation or pictorial art will be entirely superseded by other forms, but that construction and design will absorb more and more attention.

The Department of Art in the elementary schools gives frequent exhibition of the handiwork of the children, usually at the Art Institute. A 1918 exhibition was one of "War Posters," showing the ready adaptation of art to the immediate demands of the time. These posters were designed by the children for the purpose of arousing interest in war activities.

A feature of the art work in Chicago is the visitation and study of works of art by children of the upper grades. The seventh and eighth grade pupils especially are encouraged to visit these places under the guidance of their teachers, and great interest and enthusiasm are aroused in this way in the various lines of art. It may be said that every child enrolled in the schools of Chicago (144,422 boys, 140,482 girls, or a total of 284, 904 in the elementary grades; 14,461 boys, 16,672 girls, or a total of 31,133 in the high schools) comes in contact with a potent art stimulus both in music and in art proper.

These departments in Chicago public schools are conducted by competent and gifted department heads. They have brought the condition of the schools of Chicago with reference to the teaching of art and music to a high standard. Undoubtedly Chicago in these respects compares very favorably with any other city.

Art, next to music, is the most educational influence in the training and refining of the moral or intellectual faculties of a person or a community. Some perhaps would place art first, but it is a sordid, misshapen soul that does not appreciate music in some form or other. Many people there are, however, who have literally no conception of either the beauty or the value of art.

A finer quality of mind is essential to a real appreciation of art than is necessary for a fondness or talent for music. Art and art subjects are not so numerous or obtainable as music, and while both stir the soul and improve the mind, music must forever have first place as a universal impetus to refinement.

Literature should doubtless take precedence over the others, for it affords the first training of every person with only a rudimentary education, but literature has its dangers. It cannot be or is not controlled to the same extent as are art and music. The natural inclination of a shallow-minded person is for light, or even what might be termed "bad" writing. The same person would as readily turn to vitiated music and art, especially, if the same abundant degree of opportunity were at hand for the gratification of his superficial nature.

The worst music in the world is a moral boon to humanity, while far from the worst literature may be a

curse. An abundance of the triune—good music, good art, and good literature—applied, make the whole range of cultural achievement.

In each of these Chicago has an enviable place. Since the World's Columbian Exposition, the greatest architectural triumph of the nineteenth century, Chicago has enjoyed the reputation of being the premier constructive art center of America. As for fine art, the most unique and far-reaching art influence in this country is the large school of the Art Institute.

The municipality, too, has made a forward step in the same direction, in the annual appropriation of five thousand dollars exclusively for the purchase of paintings by Chicago artists for the decoration of public buildings. The commission having this in charge was appointed by the City Council. Its creation for this purpose is one of the finest things the City Council ever did. It encourages Chicago artists to stay in Chicago; it helps to develop artistic taste in a broad way; its continued maintenance will eventually lead to the idea being copied in other American cities; its collections of paintings, sculpture, and art objects thus far, though small, rank with the best; and they have been put where school children and holiday makers can enjoy them.

This plan was originally a French idea. The French government purchased the works of French artists for the Luxembourg. The city of Paris makes similar purchases for the Petit Palais. In America, only Chicago does anything of this kind.

The Art Institute of Chicago is one of the three most important art museums in the United States, It differs

from the others and indeed from most of the art museums of the world in the fact that, in addition to an important group of permanent collections, it presents its public with a constant picture of the current movements in art through a great number and variety of changing exhibitions. There were seventy of these held during 1917.

The Institute is remarkable among museums for the breadth of its civic policy, for the emphasis which it has placed upon the development and usefulness of its library, including the Ryerson Library of art books; and it has the reputation of being the most hospitable of art museums.

Doubtless much of the vitality of the Art Institute is due to the presence within its walls of the School of Art, which is one of the largest, if not the largest, in the world. This great institution furnishes a constant proof of the importance of art in modern life through its large attendance, which for several years has averaged an even million and represents all the walks of life, a large portion of the people being foreign born and having brought with them their native love of art. To some extent the accessibility of the Art Institute has given it its present character. This, no doubt, is largely responsible for the heavy attendance and directly has had something to do with the policies which have made it what it is.

The exhibition, early in 1918, of work of former students of the Art Institute, was a revelation even to those who had planned it, and received extraordinary praise from visitors who made exhibitions of the year in other cities a basis of comparison.

INSPIRATION AND INFLUENCES

Among those who have studied in the Art Institute are some of the notable figures in modern art, including men and women of international reputation. In addition to these the school has produced designers and workers in the arts ordinarily called commercial, but which touch life at so many points that their importance is hardly second to the fine arts. The exhibition of work by former students of the school was a unique departure among museums, simply because there is no other institution in this country which could possibly have made an exhibition of this kind.

Charles L. Hutchinson, many-sided civic benefactor, has been president of the Art Institute for thirty-six years, and the coalescence of all the ideas and ideals of the Art Institute has been possible because of his personal devotion. Mr. Hutchinson practically every day of the year spends a portion of his time at the Institute, giving his thought to its larger problems, and the benefit of his advice to those who have its immediate administration in charge.

Among the best friends of the Art Institute is Martin A. Ryerson, who built the Ryerson Library, and whose loans of old and modern works of art give great distinction to its collections and place the Art Institute high among museums. Mr. Ryerson's various gifts to the Institute are also worthy of note.

A conspicuous feature of the institution is the collection of paintings by George Inness, presented in 1911 by Edward B. Butler, himself a painter of merit.

Mr. and Mrs. Frank G. Logan, the donors of the Logan Prize Fund, have added immeasurably to the im-

portance of the Art Institute from the standpoint of artists whose work finds its way into the exhibitions of the larger cities.

Mr. and Mrs. William O. Goodman, in the establishment of the Goodman Purchase Fund, have in this way performed a similar service to American art.

Mr. William H. Miner, whose gift made possible the Frank W. Gunsaulus Hall of Industrial Art, with Dr. Gunsaulus, has been a great instrument in bringing about a stronger emphasis upon this subject of art in the museum.

The Friends of American Art, an organization of Chicago men and women, was organized with a view to building up the collection of American paintings in the museum. Already eighty-one paintings, six works of sculpture, and thirty-six prints have been added to the collection of the Art Institute through their efforts.

Many Chicago citizens, both men and women, have been particularly generous in their gifts to the Art Institute. Among these are: Mr. and Mrs. T. B. Blackstone, the donors of Blackstone Hall; Daniel H. Burnham, the Burnham Library Fund; Wallace L. De Wolf, the Wallace L. De Wolf Gallery and the collection of etchings by Anders Zorn; Mr. and Mrs. Bryan Lathrop, collection of etchings by Whistler and the Bryan Lathrop Scholarship Fund; Joseph Brooks Fair, the Joseph Brooks Fair Fund; Albert A. Munger and Alexander A. McKay, Munger Room and its maintenance fund; Dr. Frank W. Gunsaulus, collection of pottery of the Near East and of old Wedgewood; Sidney A. Kent, $50,000 fund; Mr. and Mrs. Samuel M. Nickerson,

Nickerson Collection of Jades and maintenance fund; Mrs. Florence L. Page, Henry Field collection of paintings; James A. Patten, gift of $25,000; Mrs. Maria A. Scammon, lecture fund of $35,000; Mr. and Mrs. Albert A. Sprague, El Greco and Van Dyck paintings; Mrs. Elizabeth A. Stickney, collections and maintenance fund; Catherine M. White, fund of $165,000; S. A. Sprague, $20,000 fund; W. Moses Willner, fund of $50,000; William H. Miner, gift of $50,000; N. W. Harris, prize fund of $14,000; Ella Peters Cole, scholarship fund, $12,000; La Verne W. Noyes, Ida E. S. Noyes Memorial Fund of $11,500.

Two bequests were left to the Art Institute in 1918. That of Mr. George B. Harris bequeathed a fund of $500,000, of which the income only was to be used for general purposes. This very generous gift, the largest ever given to the Institute, was entirely unexpected, as Mr. Harris, although a life member and a frequent visitor, had taken no active interest in museum affairs. The other bequest was a fund of about $50,000 left by Mrs. George N. Culver.

Although these men and women have made the Art Institute in its present form a possibility, the great significance of the institution is largely due to the five thousand friends who as annual members make yearly contribution to its maintenance and usefulness. The other memberships of the Art Institute are governing members, life members, governing life members, and sustaining members.

The art school has about seven hundred regular day students, four hundred evening students and four hun-

dred normal and juvenile students. The total enrollment is about three thousand a year. This school is nearly self-supporting, earning and expending about $65,000 per annum. The most advanced branches are taught, and distinguished teachers from a distance are called in from time to time.

A reorganization of the school of the Art Institute was being effected in 1918, the end in view being a more perfect adjustment to the demands which the immediate future is to make on the trained artist. This recognizes not only the allegiance which the school owes to American industry but takes full cognizance of the responsibility of the school to the individual whose vocation must render him a livelihood.

Fullerton Hall, seating 475 people, is used for lecture purposes by a variety of organizations. The Art Institute holds here about 250 lectures a year, mostly on art. A considerable number of these lectures are open to the public without charge.

Eighty thousand persons annually make use of the splendid Ryerson Library which contain 13,000 volumes on fine art and travel housed in a commodious building. Fifteen thousand five hundred lantern slides and 33,000 photographs are available for public use.

The World's Columbian Exposition did many wonderful things for Chicago. Two stand boldly out against the flight of time and will continue to stand out far through the coming years. The biggest of these was the establishment of Chicago as the greatest constructive art center in the world. The other and lasting thing it did for the city which created it was the establishment of the

Field Museum of Natural History. These benefits have been a great boon to the world's fifth city.

The Museum, since its establishment in 1894, at the close of the exposition, has occupied the Fine Arts Building of the great fair, covering nine acres. Soon it is to have a magnificent new home five miles cityward at the foot of Twelfth Street on the Lake Front, facing up shore from the edge of Grant Park. Here it will be easily accessible from all parts of the city.

The nucleus of the exhibition material was gathered by gift and purchase at the World's Columbian Exposition. Most of this material, however, has since been rearranged, readapted, or discarded. Old departments have gone, new ones have been established, until, after a lapse of twenty-four years, and the expenditure of $6,000,000, the Museum is now divided into five departments — Anthropology, Botany, Geology, Zoology, and the N. W. Harris Public School Extension.

The foundation of the great scientific institution in Chicago was due to the generosity of Marshall Field, whose name it bears. Mr. Field's first gift of $1,000,000 was devoted to the purchase of the original World's Fair collection; to this he added at his death the munificent sum of $8,000,000 — $4,000,000 for the erection of a permanent building, and $4,000,000 for maintenance. $800,000 has been donated by other individuals.

The present remarkable collection has been materially enhanced by many expeditions to all parts of the world for the purpose of obtaining exhibits, exchange material, and data.

The wealth of the Orient, samples of the jeweled

splendor of "Aladdin's Cave," wonders of the depths of the earth and sea, marvels of the air, crude but fascinating workmanship of the aborigines and other savages from all over the world, rich handiwork of modern-day craftsmen, crawling and prowling things of the earth, skeletons of dinosaurs and mastodons, and ancient mummies make up a collection which is unsurpassed in some branches and comparable in others to the Smithsonian Institute of Washington, D. C., and the British Museum. Its comprehensive library and free lectures are admirable adjuncts. Every department of Natural History has liberal representation; likewise the archaeology of America, with fine specimens of the ancient Cliff Dwellers with weapons, pottery, weavings, and ornaments of the Indians of the plains, deserts, and mountains. British Columbia and the Esquimaux are well represented, also our far-flung island possessions. The ethnology of Asia, Africa, China, and Tibet, together with their fauna and flora, are set forth in natural and attractive fashion.

It embraces one of the finest collections of gems in the world, containing replicas of nearly all the known stones and some remarkable specimens; a wonderful collection of East Indian jewelry; ores of the precious and base metals of the important mining regions of the world; and a very large and remarkable collection of meteorites. The origin and use of petroleum is demonstrated. There is a model of the moon eighteen feet in diameter; fossils from the earliest to the latest successive form of life of the world's history; three hundred cases of plants; models of the structure of flowers and fruits; a herbarium of four hundred thousand specimens; a library of seventy

thousand books and titles for scientific reference purposes —this is what one may see on a visit to the Field Museum.

Free lectures have been given in Fullerton Hall of the Art Institute, but the great new home of the Museum, the largest white marble building in the world, when finished will contain a theater accommodating a thousand people, a lecture hall with two hundred seatings, and five class rooms for eighty each.

The new building, in its wondrous setting on the Lake Front, is a monument to Greek architecture. It will be grandly elaborate, readily accessible to the public, and well adapted for scientific study.

The Museum, aside from the Field endowment, has an annual income of $25,000. Its permanent maintenance is assured by an Act of the State Legislature providing for the levy of a tax which it is estimated will eventually produce $100,000 per annum. The new building, when nearing completion in Grant Park in October, 1918, was offered to and accepted by the government as a temporary general hospital.

The Shakespearean aphorism—"It is the mind that makes the body rich"—if echoing a far cry back to Hellenic culture, still holds good in this busy and most materially progressive age the world has ever known. There are things in Chicago, the great throbbing heart of the Middle West, which should redound to the credit of the city not only as an educational center, but as a radio of activity instilling in everyone that subtle quality known as "taste."

The architectural wonders of Chicago impress the

most superficial observer. It was a Chicago architect (the late Maj. W. L. B. Jenney) who originated steel construction which made modern buildings outlift "the topless towers of Troy." If these outward signs tell their own story, there is a great and growing movement potent if not so palpable, favoring the advance of the allied arts of music and literature.

If Chicago is the great central market, it may be claimed with equal truth as the largest book publication point in the United States.

Chicago publishes 820 newspapers and periodicals, including a large number of exceedingly important trade publications. As yet it has not aspired in any noteworthy degree to the publishing of current, popular, or scientific magazines or illustrated papers, but as a city of authors of merit, it leads every other American city.

Its writers have produced everything in abundance from fairy tales, drama, and fiction to history and scientific and religious works, commercial books of standard merit, and school textbooks. The making of books is the business of New York, the writing of books is Chicago's distinction. Says an authority:

> Find me a writer who is indubitably an American, and who has something new and interesting to say, and who says it with an air, and nine times out of ten I will show you that he has some sort of connection with the abattoir by the lake—that he was bred there, or got his start there, or passed through there during the days when he was tender.

Henry L. Mencken, the literary critic and editor, has declared that,

Chicago. In the new Forest Preserves; typical scene of the beautiful playground country outside but close to the city limits. Purchased by the Board of Forest Preserve Commissioners of Cook County.

Chicago. New Forest Preserves; fifteen thousand acres had been purchased up to 1919; ten thousand acres additional marked for purchase.

THE NEW YO
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It is Chicago and not New York that launched the Chap Book Saturnalia of the nineties — the first of her endless efforts to break down formalism in the national letters and let in the national spirit. . . . . It was Chicago, that produced the *Little Review,* and *House Beautiful* — the first and best little theater in America — Maurice Browne's playhouse.

Relating to the novelist, this authority says:

All American literary movements that have youth in them and a fresh point of view and the authentic bounce and verve of the country, and the true character and philosophy of its people — all these come out of Chicago.

A New Yorker said that; much more he said in featuring Chicago as the best and most prolific field of fiction writers of real merit. Whether this viewpoint be accepted or not, and that is a matter for the critics to decide, the position of Chicago in the field of American literature is an enviable one. This is true of all branches of literature. Nothing has been neglected. The arts, sciences, and business have been covered by many of the nation's most distinguished authorities.

In recent years more than 550 authors of note have come to the front in Chicago. These have covered the amazing number of 112 specific fields of literature, research and endeavor, and their combined efforts have produced more than 4,000 titles which have been contributed to the shelves of American book lovers, students, and workers. There were in addition scores of so-called "one-time production" authors who have given valuably of the richness of their minds to the world of literature.

Chicago also possesses an unusually large number of gifted and noted special writers and contributors—eminent editors, critics, dramatists, and short-story writers who occupy a brilliant place in Chicago's galaxy of *littérateurs*.

The field invaded by Chicago's writers of books (including sixty-two women authors, some of whom are noted), covers history, fiction, physiology, ethics, essays, philosophy, caricatures, children's stories, English, mathematics, political science, economy, law, theology, religion, humor, art, satire, travels, botany, sociology, astronomy, physics, prohibition, zoology, drama, new thought, agriculture, medicine, engineering, ornithology, archaeology, orientology, poetry, music, anthropology, memoirs, commerce, fairy tales, biology, geology, finance, salesmanship, languages, ethnology, textbooks, psychology, bibliography, forestry, chemistry, technology, expression, transportation, songs, hymns, dentistry, social etiquette, metaphysics, biography, etymology, telephony, and stock-breeding.

Chicago's list includes fifty-eight who have successfully penetrated the realm of popular romance.

An accurate listing of these forces is so difficult that the bibliophiles and librarians admit their own knowledge and records are sadly incomplete, but a few of the more prominent have been included in this survey.

Among the historians are: Capt. A. C. Andreas, Solon Buck, E. B. Washburne, I. N. Arnold, Elias Colbert, Rufus Blanchard, Wm. Henry Smith, William Bross, A. N. Marquis, Carter H. Harrison, Caroline M. McIlvaine, Joseph Kirkland, and Milo Milton Quaife.

In the line of newspaper authorities are: Franc E. Wilkie, Frances Eastman, and Edward G. Mason.

Notable among the historical romancers are: Mrs. Kinzie: *Wau Bun* (the earliest epic of the Northwest); Mary H. Catherwood: *Story of Tonty,* and *Old Kaskaskia;* Randall Parrish: *When Wilderness was King* (this author has written twenty-three books in the past fifteen years, with a sale of over 2,000,000 copies); Clark E. Carr: *The Illini* and *The Iron Way;* Emerson Hough: *The Mississippi Bubble, 54-40 or Fight, The Way of the West,* (and many other books preserving the annals of the fast-vanishing frontier).

Among valuable contributions to literary history are: Percy Boynton's: *Book of American Poetry;* Myra Reynolds': *Elizabethan Poetry;* E. Preston Darvan's: *Romance Literature,* and Martin Schutze's: *German Literature.* The University of Chicago has been a prolific source of book writing; its leaders will be enumerated in another part of this article.

From Chicago went: Julian Street, one of the best correspondents of the time, Frank D. Crane, Harrison Rhodes, Peter Finley Dunn, of *Collier's*—in fact this city has been a most popular recruiting point for eastern publications. From the school of the newspaper came: George Ade, America's greatest humorist; and John T. McCutcheon, the cartoonist whose text is as telling as his wonderful variety of engaging subjects. This pair are among the best-known Chicagoans in the whole world.

In an earlier chapter it was stated that Chicago was a good place for children. It was the home of the immortal Eugene Field, "the children's poet" and a capti-

vating humorist; likewise of Frank L. Baum, the famous "funny man," progenitor of *The Wizard of Oz.* Here dwells Elizabeth Harrison, whose fairy tales are altogether charming. The eminent *littérateur,* Mrs. Elia W. Peattie, wrote the *Azalia* books, *The Beleaguered Forest, The Shapes of Fear* (ghost stories) and many other romances for the older grown. Georgene Faulkner, the "Story Lady," has added fables of many lands; Clara Laughlin has written helpful books for girls; likewise Clara Louise Burnham, Elizabeth Harmon, Emily C. Blake, Ann H. Woodruff, Lucy Fitch Perkins, and Alice B. Riley. Among the writers of stories for boys are: H. F. Saylor, Frank W. Weil, W. F. Winslow, Josiah H. Willard, H. S. Canfield, and Willis D. Abbott.

The newest intellectual movement is *vers libre.* It fills a certain graphic niche in the times—broad stroked, virile, epigrammatic—it has its place, stirring and vivid, destined not to live unless perhaps it be to create expression. Chicago, it is claimed, produced the first magazine devoted to poetry, and its best exponents are Harriet Monroe, Vachel Lindsay, Carl Sandburg, Edgar Lee Masters, and many others.

The writing of a book, like the painting of a picture, to be of real value, must aim at something new. Chicago writers breathe the spirit of originality. Whether there is a spirit in the West that sharpens the imagination with vividness, terseness, and spice, there is certainly something—at once refreshing, human, and pertinent—that stamps the western writer with vision and outlook, typical of his city and his generation,

We have our standard literature in the works of the

old writers. Their imitators are few and poor at the best. Their genius is not the genius of the present day. What of it? We hear people say, "This or that book will not live." The same is said about artists and their work. Fiddlesticks! Who can tell what will live? Immortals are all about us, and the best part of it is, our writers of the day give us what we seem to need in our day and generation. The old stuff is all well enough, but to give people what they need when they need it is something not to be despised, even if it does not quite square with the so-called "standards." The best part of the NOW is that new standards are made every day, and so long as these fill a useful purpose they should not be derided.

It is through its scientists that Chicago has contributed great wealth and lasting worth to the storehouse of useful knowledge. Many of America's most profound thinkers and ablest writers are included in the remarkable list of Chicago authors who have covered every known branch of research and learning.

The so-called literary chit-chat of the day, embracing the modern novel, takes no serious thought of real things in the world of true worth. The pleasing light and gay fiction of the hour is good in its way and place, but it has no real part in shaping the mental or moral development of a people or a community. I recall a certain literary critic and writer of standing who, on occasion, devoted himself to the subject, "Civilized Chicago." His article, which was good, but under a bad title, was breezy and brilliant, if somewhat frothy. It depicted Chicago's literary merit after the fashion of the day solely from

the standpoint of its fiction writers, poets, and humorists. It was satisfying and complete from that standpoint but imagine such a thing! When and where do the writers of fiction, especially much of the present-day sort, come in on the question of civilization? Rather these may have had much to do with un-civilization. As a barometer of true culture and mental development, their works have no significance whatever. The things which really are basic in civilization spring from deep crystal pools of the world's knowledge and research. Of these Chicago is deeply blessed and exceedingly prolific. The works of its noted authors upon serious subjects have no place in the noisy advertisements proclaiming the "best sellers." These are known to the thoughtful and truly cultured — the thirsters after knowledge.

One of the greatest, most fascinating, and far-reaching chapters in Chicago's real development is told in its hundreds of writers, with their thousands of titles on subjects which elevate the morals of man and add richly to his knowledge and usefulness. Seldom, if ever, has anyone taken the trouble to survey this field. It is perhaps covered here in all its completeness for the first time.

In passing, a most interesting fact should be related — Chicago publishes two very unique and useful books. These are: *Who's Who in America* and the *Chicago Daily News Almanac and Year Book*. *Who's Who* tells who the notables of America are, and the *Daily News Almanac* is a chronicle of facts and events. Both are indispensable reference books for the busy man. Among the biographies of the distinguished men and women of America, *Who's Who* lists more than 1,200 names of

notable Chicagoans. You really have to be somebody or to have done something worth while to get into *Who's Who.* This invaluable encyclopedia of notables has been imitated, but never successfully. In its first volume published in 1899 there were only 8,602 biographies, while in its publication of 1918 there were 21,922. It is a biennial publication.

The *Daily News Almanac and Year Book,* published by one of America's greatest daily newspapers, contained (1918) more than 25,000 subjects of current and past events of leading importance in the world. In that year its new matter was devoted largely to facts connected with the entry of the United States into the Great War.

Chicago has many nationally renowned lawyers and equally distinguished authors on law matters. Among these are: John H. Wigmore, Albert M. Kales, Floyd Russell Mecham, James L. High, John Lewis, J. D. Andrews, Edgar A. Bancroft, George P. Costigan, Walter W. Cook, William C. Sprague, Harry A. Bigelow, Lewis Boisot, and many others. It may be recorded in passing that Chicago has four of the most complete private law libraries in the country. It is said that the private library of Elbridge Gerry of New York is the only one comparable with these for completeness, embracing rare Scotch and Irish as well as Canadian reports.

With its complex citizenry embracing every nationality of the entire globe, Chicago is naturally a place where social science is both understood and practiced. Chicago has a score of sociologists, among whom are many noted authors. These are led by the late Professor Charles R.

Henderson; others are: Albion W. Small; Jane Addams; Walter C. Larned; Katherine E. Dopp; Mrs. Joseph T. Bowen, and William Burgess.

Distinguished economists of Chicago, who are known wherever the criterion of efficiency is recognized, especially in public affairs, number in their ranks such authors as Leroy C. Marshall, P. Orman Ray, Clarence S. Darrow, James A. Field, Walter F. Dodd, Charles E. Merriam, Earl D. Howard, and J. Lawrence Laughlin, head of the Department of Political Economy of the University of Chicago. Laughlin who is the author of many books, is distinguished as an international authority and he has many times been honored and commissioned by foreign countries.

It is befitting that as a foremost music center Chicago should have a number of authors on matters of music as well as several composers of first rank. Félix Borowski, writer, lecturer upon musical history, and president of the Chicago Musical College, is noted as a composer of works for the orchestra. George Upton, journalist, is an author of distinct merit and versatility on musical subjects and people and is a translator and critic.

Adolf Brune, instructor in musical theory, is author and composer of many songs; Eleanor Everett Fraer is a composer and advocate of vocal music in English in English-speaking countries as a necessary step toward the progress of natural musical art, and is author of one hundred and forty songs to the best English and American lyrics; John Alden Carpenter is a composer for violin and piano, orchestra, and orchestra and piano, also numerous published songs. Among the composers whose

works have found a place in the Orchestra Library are: Frederick A. Stock, director of the Symphony Orchestra, Félix Borowski, Eric De Lamarter (the brilliant young American directing the orchestra temporarily); Arne Oldburg, and Adolph Weidig.

In the field of light opera and musical comedy Chicago has been important: Harry B. Smith and Reginald De Koven wrote *The Begum, Robin Hood,* (the latter one of the most successful of romantic operas); Hough and Adams collaborated musical comedies; likewise Joseph Herbert, Joseph E. Howard, Fred Donaghey, Stanley Wood, Frank Pixley, George Ade, Guy F. Steeley, and Bert Leston Taylor.

Two Chicagoans furnished both words and music for their own grand operas: Silas G. Pratt: *Zenobia, Queen of Palmyra,* and Frederick Grant Gleason: *Otho Visconti.*

Mrs. Carrie Jacobs Bond, composer of *The End of a Perfect Day,* is a Chicagoan; likewise Egbert Van Alstyne, a power in the realm of popular song.

These are a few among the many who have helped to make Chicago recognized as a center of production as well as a center of direction and execution.

Chicago having taken an advanced position in things theatrical, it was natural that a community center like Hull House should have its own theater; that Maurice Browne should have established the Little Theater, and Mrs. Aldis the New Theater, specializing in modern short and problem plays.

Among the playwrights are: Elwyn A. Barron, Will D. Eaton, Leonard Grover, Edward Owings Towne,

Bartley Campbell, Harry Lacy, Charles Dickens, David Higgins, Clara Lipman, Guy F. Steeley, Harry L. Hamlin, Lincoln J. Carter, Frank L. Baum, Stanley Wood, A. Milo Bennett, Joseph Byron Totten, Marjorie Benton Cooke, Joseph Arthur, Louis J. Block, Ralph Ketterling, William Anthony MacGuire, Charles T. Dazey, Austin Granville, Alice Gerstenberg, Joseph Medill Patterson, Edward Sheldon, George Broadhurst, and Ashton Stevens; not forgetting Jack Lait, who wrote: *The Bohemian, Help Wanted* (the best business play of the decade), and that brilliant pair, the Hattons, who have furnished such stage successes as: *The Great Lover; Up Stairs and Down; Lombardi, L'td,* and *The Call of Youth.*

In the realms of romance, only a few of the famed ones can be remarked: Henry B. Fuller, Frank Norris, Robert Herrick, Paul Carus, Theodore Dreiser, Mrs. Catherwood, Mrs. Peattie, Mrs. De Koven, Clara E. Laughlin, Opie Read, Lillian Bell, Walter Fitch Field, George Barr McCutcheon, Margaret Horton Potter, Will Payne, Mary Synon, Edna Ferber, Maud Radford Warren, Samuel Merwin, Howard Vincent O'Brien, Hamlin Garland, Rex Beach, Emerson Hough, William B. MacHarg, I. K. Friedman, Edgar Rice Burroughs, Edwin Balmer, and Henry Kitchell Webster. These and a score of others have been keen in depicting the actual human beings of America, as one critic puts it: "To make the new sort of novel a big living thing, and to round it into a creation of substantial worth."

English and English criticism have eminent authorities in this city: William Morton Payne, Richard Green

Moulton, Robert M. Lovett, John Mathews Manly, Arthur C. L. Brown, Edwin H. Lewis, and Josephine C. Baker, may be mentioned.

Ethics is a subject to which Chicago men, famous abroad and at home, have contributed brilliantly. Their names are household words to cultured people everywhere and their books are legion. Those in the forefront are: Dr. Frank W. Gunsaulus, Dr. Frank Crane, M. M. Mangasarian, Paul Carus, Newell Dwight Hillis, now of Brooklyn, and Dr. Emil G. Hirsch, pastor of Sinai Congregation.

Plant life is always interesting. From the time of Theophrastus, three hundred years before Christ, who wrote a history of plants, down to Otto Brunfels, who restored the science of botany in Europe in 1530, and down to the present time, plant life has been one of nature's chief gifts for the enjoyment of man. Charles F. Millspaugh and James M. Coulter lead the field of Chicago botanists. Millspaugh, lecturer on economic botany at the University of Chicago and explorer of Mexico, the West Indies, Brazil, and a number of uninhabited Bahama Islands, is the author of many noted volumes. Coulter, head of the Department of Botany of the University of Chicago, and agent of the Department of Agriculture of Washington, D. C. and president of the Chicago Academy of Sciences, is likewise a prolific author. Others of renown are: Charles B. Atwell, professor of Northwestern University; Janet R. Perkins, Otis W. Caldwell, and William J. G. Land.

Allied with botany are the sciences of geology, forestry, and agriculture. Among Chicago's eminent geolo-

gists are: Stewart Weller, U. S. Grant, and Oliver C. Farrington. Chicago's leading author on forestry (editor and writer of many books) is George W. Hotchkiss. John M. Stahl, on agriculture, is a leader in the Good Roads movement, lecturer, conspicuous as a writer on economic agricultural subjects and the first to propose rural free delivery for the farmer in 1879. Truman S. Palmer made a specialty of the culture of sugar beets and has written extensively upon this and other subjects.

Ornithology has developed a literature of magnitude and wide range. Chicago's apostles of bird science are among the most noted in the country. Charles Barney Cory, professor and honorary curator of the Department of Zoology of the Field Museum of Natural History, is the author of nearly twenty volumes on the birds of Magdalen Islands, the Bahamas, Haiti, and surrounding West Indies, eastern North America, shore birds of North America, water birds of Florida, birds of Illinois and Wisconsin, and the beautiful and curious birds of all the world.

Zoology claims as its principal authorities in Chicago Horatio H. Newman, dean in the College of Science of the University of Chicago, and William Albert Locy, professor of Northwestern University. The late Samuel Williston was Chicago's most distinguished palaeontologist. He was the professor occupying that chair in the University of Chicago, author of many books and more than 250 scientific papers.

Biology, the science dealing with the origin and life history of plants and animals, has a famed author in Charles Manning Child also of the university.

Archaeology, the science of antiquities, has here the eminent author, Frank Bigelow Tarbell of the university and the Field Museum of Natural History.

The enchantment of the Orient! How we are charmed with its mystery, its dead and all but forgotten past. Much of the pleasure and all of the knowledge of the East we owe to the orientalist. Chicago and the Far East are brought close together through its extraordinary writers on this subject. James H. Breasted, professor of Egyptology and Oriental History, of the University of Chicago, is not only a distinguished author, but he has been a collector for the university, in Egypt, and was commissioned by the royal academies of Germany — Berlin, Leipsig, Munich, and Göttingen — to inspect the museums of Europe to copy and arrange the Egyptian inscriptions in those museums for the Egyptian dictionary of the academies. Ira M. Price, another of Chicago's famed orientalists, is the professor of Semetic languages and literature of the University of Chicago, and the author of some fifteen volumes; and Olaf H. Toffteen, professor of Semetic languages of the Western Theological Seminary, is equally distinguished.

Philology brings Chicago and its famous universities again into the lime-light. Francis Asbury Wood, professor of German philology of the University of Chicago, is an extensive author and authority. Equally distinguished is G. O. Curme, professor of German philology of Northwestern University. Conspicuous also is the authorship of Carl Darling Buck, head of the Department of Sanskrit and Indo-European Comparative Philology of the University of Chicago. William Rainey Harper,

former president of the University of Chicago, was a celebrated Hebrew scholar and writer. Among others of Chicago's linguistic authorities are—A. L. Elmquist, Robert Bonner, Edgar J. Goodspeed, Paul Shorey, James Taft Hatfield, Starr W. Cutting, Nathaniel Butler, Gordon J. Laing, Frank J. Muller, Elmer T. Merrill, Robert Francis Harper, John J. Meyers, Frederick C. L. Van Steenderen, Elizabeth Wallace, and Samuel A. B. Mercer.

Ethnology has in Chicago an authority on the African race, George W. Ellis. Anthropology has found local authorship by authorities of great repute. Conspicuous among these are—Berthold Laufer, George A. Dorsey, and Frederick Starr of the University of Chicago, the latter most authoritative on Mexico and Japan.

Chicago, the Great Central Market, is the business hub of America. As a center of commerce and finance, it believes in science in business and has produced a large number of authors on business subjects, some of whom are eminently recognized as standard authorities. Authors on finance are: George E. Roberts, ex-president of the United States Mint; Brig.-Gen. Charles G. Dawes, Comptroller of the Currency during President McKinley's administration, and one of the first to volunteer in the Great War; David R. Forgan, bank president whose writings on finance have attracted wide attention; and Willard E. Hotchkiss, dean of the School of Commerce of Northwestern University,

Salesmanship is a profession in Chicago. Arthur F. Sheldon founded the science of Salesmanship in Chicago. His numerous books are standard wherever English is spoken and salesmanship is a vocation. Walter D.

Chicago. Illinois Centennial Monument in Logan Square on the great "forty-mile" park and boulevard circuit.

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Moody is the author of *Men Who Sell Things,* treating on the peculiarities of salesmen and the reasons for their failure, now in its fifteenth edition and sold in wholesale quantities to large firms throughout the United States, Canada, Australia, and New Zealand. George H. Lorimer, editor of the *Saturday Evening Post* and formerly of Chicago, contributed a boon to business in his famous book, *A Self-made Merchant's Letters to his Son.* Sherwin Cody is the most noted authority on the written method of business in America and how to deal with human nature in business. Cody is also a distinguished writer on other subjects. There are also Solomon H. Clark, on public utilities; Waldo R. Browne and Samuel O. Deem, on transportation; Kempster B. Miller, on telephony; and Slason Thompson on railway statistics. Henry M. Hyde, Arthur A. Evans, and Forrest Crissey are among a host of Chicago writers on business.

Mathematics, the bulwark of all business, has a conspicuous place in the field of Chicago authors. Among these are: Leonard E. Dickson, Ernest J. Wilczynski, Donald F. Campbell, Jacob W. A. Young, Herbert E. Slought, and Thomas F. Holgate. Allied with those in this field are several authors of prominence on various subjects. These are Holbert P. Gillette on mining engineering; Joseph G. Branch, celebrated authority on electrical engineering; Lyman E. Cooley, renowned on civil engineering and prominent in Missouri and Mississippi River and Chicago Drainage Canal improvements; Charles S. Hill, special authority on concrete construction; and Edward E. Tratman, editor of the *Engineering News* and author of books on railway construction. Others in

this general group are: Henry J. Cox, meteorologist; Henry Crew, professor of physics of the Northwestern University; and Carl Kinsley, professor of physics of the University of Chicago—both leading physicists and extensive writers; Alfred S. Johnson, editor of the *Technical World,* and Oliver H. Basquin, professor of applied mechanics at Northwestern University.

The clergy of the Catholic Church of Chicago are busy men, as they term it, of "the brick and mortar stage." The leaders, however, have found time to put pen to paper potentially. Most Reverend George W. Mundelein, D. D., Archbishop, has a most interesting book in *Crowded Years;* Right Reverend Monsignor Francis C. Kelley, D. D., head of the church extension movement, has written *Letters to Jack, Charred Wood, The Book of Red and Yellow,* and *The Last Battle of the Gods;* and Father George Blatter, *La Ciudad de Dios.* Some other churchly writers of note are Father Charles Coppens, Father Henry S. Spaulding, Father Seitenberg, and Father McGovern.

An exceedingly interesting and miscellaneous group of authors writing on specific subjects are: Philip Fox, on astronomy; Wilfred H. Osgood, naturalist; Henry G. Bell, agronomist, author of works on soil improvement and crop production; A. A. Stagg, athletics; Alice P. Norton, on domestic science; Walter Taylor Field, essayist, editor and lecturer on art and literature; Alvin H. Sanders on stock breeding; Mary B. K. Sherman, author of *Parliamentary Law and Procedure;* Frederick A. Cook of Polar Expedition fame; Waldo R. Browne, editor and compiler, author of miscellaneous works; Ken-

dall Banning and Burton Haseltine, songs; travels by Mary R. Mann, Frances Kinsley Hutchinson, Georgiana P. Curtis, and John U. Higinbotham; John Thomas Richards, author of *Abraham Lincoln, the Lawyer-Statesman.* Louis K. Sullivan, I. K. Pond, Charles E. White, architecture; Charles W. French, *Lincoln Reviews;* Olaf F. Bonggren, (theosophical); Marion Talbot, (sanitation); Edith Belle Lowry, (hygiene); Isaac E. Brown, (Y. M. C. A.); Ezra D. Sanderson, (etymology); Alonzo Wilson, (prohibition); Robert M. Cumnock, rhetorician of the Northwestern University, and Anna Morgan, (expression); William A. Nitze, professor and head of the Department of Romance languages and literature of the University of Chicago, lecturer, editor, and author of classic works; Solomon H. Clark, (public speaking); Rabbi I. Coffee, (Hebrew cosmology); William C. Wilkinson, author of various religious writings, and also some thirty-five books; John R. Gregg, authority on stenography and author of many books; Verne H. Porter and Edward F. Williams, on biography; Isabel Crawford, missionary among the blanket Indians in Oklahoma; Elwood M. Wherry, noted missionary to China; Alexander J. McIvor-Tyndall, noted lecturer and author of many works on metaphysics; Askel G. S. Josephson and Charles Evans, bibliography; and Ursula N. Gestefeld and William W. Atkinson on New Thought. The latter perhaps is the most distinguished and prolific writer in America upon the subject, having written some sixty-five books.

Art and art subjects claim the eminent sculptor, Lorado Taft, of the University of Chicago. His *History*

of American Sculptors is standard. An artist of note himself, Sargent is a lecturer on art topics. Earl Reed, president of the American Etchers Society, has written and illustrated a series of books on the Dunes and the Dune people that blend art and literature most charmingly.

Authors of educational subjects in Chicago number among their ranks several renowned educators. Principal among these are Ella Flagg Young (deceased), America's foremost woman educator; Bishop Samuel Fallows and Samuel C. Parker, Hubert M. Skinner; Helen E. Starrett, and Elmer E. Jones of Northwestern University.

Chicago has more than twenty historians who have written books of special note. Renowned among these are: Harry Pratt Judson, president of the University of Chicago; Andrew C. McLaughlin, and James A. James. Other authors of history of merit are: Eleanor Atkinson; Jennie Hall; John S. White, children's history; John J. Carroll; James W. Thompson; the late Henry E. Legler of the Chicago Public Library, and others.

Among the authors of textbooks in Chicago are: Loraine E. Wooster, and Florence Holbrook, school principal.

Some of Chicago's authorities on psychology are: Charles H. Judd, James R. Angell, Walter Dill Scott, and Herman T. Lukens.

Philosophy embraces a group of eminent authors in Chicago, including James H. Tufts, Charles Coppens, Edward S. Ames, and Addison W. Moore. (Other noted authors in Chicago, such as Professor David Swing, Dr.

Emil G. Hirsch, and Dr. Frank W. Gunsaulus, are classified elsewhere).

I have purposely left until the last two leading fields of authorship in Chicago—medicine and its allied branches and theology and religious writings. It is in keeping with the greatness of Chicago that the physical and the spiritual should top the entire list of distinguished authors in the world's fifth city—and due to the destruction of man-power in Europe owing to the Great War—possibly now the third in population of all the great cities. A city cannot be sound mentally and morally save as it is sound physically, and it cannot be sound morally unless its morals are grounded in the bedrock of spirituality. Both in the religious and the medical field of practice, Chicago leads the country and it is natural that it should lead also, in authorships in these great branches of human endeavor.

Chicago is the foremost medical center of America. It has many world-noted physicians; nearly all of them are authors. Those who are listed, insofar as has been obtainable, cover, including allied professions, fourteen specific branches, embracing thirty-four authors who have written 138 books. Doubtless there are many others but this is the most complete list obtainable and it covers the following subjects and their authors: Isaac A. Abt, children's specialist; Isaac M. Hays, diseases of the eye; Casey A. Wood, and Thomas A. Woodruff, noted ophthalmologists; the distinguished Colonel Frank Billings, general medicine; the eminent doctors, Nicholas Senn and John B. Murphy (both deceased), surgery; Archibald Church, nervous diseases; Seth S. Bishop, throat, nose,

and ear; Maj. George de Tarnowsky and Edwin H. Pratt, surgery; Charles D. Bacon and Joseph B. de Lee, obstetricians; and Henry T. Byford and E. C. Dudley, gynecology.

Dentistry and dental surgery finds in Chicago practitioners the leaders both at home and abroad, both as independent investigators and scientists of the most advanced type. The late Dr. G. V. Black, who has been memorialized in bronze in Lincoln Park was reckoned the world's leading authority in dentistry. Among the other famous authorities who have added to the literature in this line, may be mentioned: Dr. Truman W. Brophy, oral surgery, one of America's most noted dental surgeons; Charles M. Johnson, P. J. Buckley, Thomas Gilmer, Frederick B. Noyes; and Eugene S. Talbot, chairman of stomatology of the American Medical Association, who has written no less than eight standard works on irregularities of the teeth. His exhaustive studies of degeneracy of the human race, as manifest in the jaws and teeth are applied science of convincing and interesting character.

Ludvig Hektoen and Harry G. Wells, pathology; Richard S. Dewey, alienist; Edwin O. Jordan, bacteriology; Hermann Hille, noted on special medical works; John H. Long; William H. Puckner, Charles N. Kennicott, and Frederick L. Dunlap, chemistry; Winfield S. Hall, Albert R. Mathews, William S. Sadler, and Anton J. Carlson, physiology; Walter S. Haines, toxicology; Francis C. Ford and Harris E. Santee, anatomists; Ralph W. Webster, on diagnostics; and William A. Pusey, dermatology.

INSPIRATION AND INFLUENCES

The number of authors in Chicago who have written upon religious subjects is far greater than that of any other class of writers. Insofar as could be reliably ascertained, there are seventy-two authors who have written three hundred and eighty-three books covering every conceivable branch of religious topics. This list, too numerous to mention by name excepting those of the most noted individuals, contains many of the most famous theologians in America and many of the county's most distinguished clergymen and authors of religious works. Grouped with these are three of the nation's most popular authors of hymn books and other religious song books. Among the theologians, several of whom are instructors in Chicago's many prominent theological schools, are: Franklin Johnson, Andrew C. Zenos, James G. K. McClure, Cleland B. McAfee, James S. Stone, Samuel G. Ayres, S. C. Bronson, Carl G. Wallenius, George H. Geberding, and Clarence Beckwith.

Among the more conspicuous authors of religious works have been: William E. Barton, William H. Burns, Frederick C. Eiselen, Frederick A. Noble, Henry T. Cope, William H. McGlauflin, Theodore G. Soares, Shailer Matthews, Bishop Charles P. Anderson, Herbert Lockwood Willett, Bishop Charles E. Cheney, Right Reverend Monsignor Francis C. Kelley, Jenkin Lloyd Jones, Bishop John H. Vincent, James V. Blake, Ernest D. Burton, Thomas E. Greene, and Professor David Swing,

Chicago's noted authors of hymns and religious songs are: John M. Driver, Ira D. Sankey, Edwin O. Excell, Daniel B. Towner, Daniel Prothero, and James MacDermid.

It is not difficult to account for the inspiration and the influences which have been really fundamental in begetting in Chicago such great ideals as the Plan of Chicago. This has its fount and origin in Chicago's deeply inbedded wealth of cultural atmosphere.

CHAPTER XIII

OTHER INFLUENCES — LIBRARIES, SCHOOLS, AND SOCIAL CENTERS

A CITY of authors and a city of libraries are seemingly if not actually synonymous.

Chicago's libraries are as interesting as they are important. There are, including the branches of the Public Library, more than one hundred libraries which contain in the aggregate about 3,500,000 books.

Aside from the Public Library and its forty-five branches, others of importance and among the most distinctive and valuable in America are: the John Crerar, scientific; Newberry, reference; Ryerson, art; Field Museum, natural history; Chicago University, law; Chicago Historical Society; Chicago Law Institute; the French Library; Swedish Historical Society of America; Civil War Library; Hebrew Institute; St. Ignatius College; Loyola University; Armour Institute of Technology; Rush Medical College; Chicago Theological Seminary; Garrett Biblical Institute; and the McCormick Theological Seminary.

A comprehensive glance at the names and nature of these libraries will demonstrate their wide and important range of subjects.

Chicago's Public Library, with its 875,000 volumes (1917) is the largest in America, excepting that of New

York, which has 1,200,000 volumes. On the basis of population, the Chicago library contains a half million more books than New York's.

The large libraries of the Old World are the British Museum, 4,000,000 volumes; Bibliothéque Nationale of Paris, 3,000,000 volumes; and the imperial libraries at Petrograd and Vienna. The only library in this country fairly comparable in scope and resources is the Library of Congress, which contains 2,500,000 volumes.

There is a wide divergence in their functions, and organization, between American libraries and those of Europe. The latter are for the learned. The great royal and national libraries are treasure houses and museums, containing numberless book rarities — the growth of centuries and the special preserves of scholars. Books can be used only within the precincts of the library and even there many formalities and restrictions are encountered.

The value of a public library is in its books and its circulation and not in the buildings. But the matter of convenience for distribution, especially in branches, is very important. As to equipment there is a vast difference between the libraries of New York and Chicago.

As to circulation, New York City exceeds Chicago only in the number of volumes circulated per year — the most recent figures being about ten million in New York against six million in Chicago. Again, if the difference in population is considered, Chicago's circulation is the greater of the two cities. It was an average in 1918 of eight books to each of the 719,656 families in Chicago. What better proof could there be that Chicago is a reading public?

Chicago. The Newberry Library.

THE NEW YO
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Chicagoans are proud of their beautiful library on Michigan Avenue, but the whole building could be set into the great reading room of the New York Public Library with space to spare.

New York has forty-four handsome and specially planned branch buildings costing an average of $100,000 apiece, provided by Andrew Carnegie. Chicago has two real branch buildings—both gifts—and forty-three so-called branches in rented stores, single rooms given free in parks and schoolhouses and similar humble makeshifts. The total money invested for public library buildings in Chicago is slightly in excess of $2,000,000. In New York it is easily eight times that amount.

The total number of agencies through which Chicago people may draw books is 1,239. Some of these are small—such as deposits of fifty books in schoolrooms and one of the most effective forms is the deposit placed in a large business house or factory for use of the employes.

Intangible elements, after all, really make the tone and character of a public library, as of any other institution.

The Newberry Library, under the watchful and very efficient care of its librarian, William N. C. Carlton, is a model of pleasant hospitality—a convenient place and inviting at all times to the public. The Newberry Library is a research laboratory for investigators in history and literature in the same way that the Rockefeller Institute is a research institution for its special field. This fact must be constantly borne in mind in order to correctly estimate the value of the institution, as the application of any quantitative standard of measurement is wholly

inadequate. Such a research institution should be tested and appraised by the IMPORTANCE AND SERIOUSNESS of the inquiries it answers; by the degree of expert aid it gives to purposeful investigators, by the permanent value of the printed and other source material it acquires, and by the means it takes to make its resources known to those most needing them. Judged by this test, the Newberry Library is one of the first institutions in the United States. A glance at its catalogues, a survey of its treasure rooms, a test of the personal service which its staff can render the student or reader and an examination of the publications it has issued revealing its resources — all prove the truth of these things.

The Newberry Library was founded in 1887 from a bequest by Walter Loomis Newberry. Since that time three-quarters of a million dollars have been expended in the purchase of books, periodicals, and fittings for the library. Aside from the revenue of the original foundation, the library has grown by the splendid donation of the Edward E. Ayer collection, numbering over 33,000 books, pamphlets, manuscripts, etc. The total number of volumes in the library is 370,831.

Its principal fields of knowledge and branches of learning are: Bibliography and the History of Printing, Religion and Theology, Philosophy, Psychology and Ethics, History, Political Science, Geography, Biography, Languages, Music, Literature, and (in part) Fine Arts. In each of these divisions the library possesses many treasures — books of interest and value for all times.

The presence in or near Chicago of certain important institutions of learning, practice, and research (the Uni-

versity of Chicago, Northwestern University, the McCormick Theological Seminary, the Chicago Historical Society, the Art Institute and its clientele, the Chicago Orchestra and its clientele, and the numerous other organizations) naturally enlists the Newberry Library for cooperation and mutual service.

Special facilities are given to scholars coming from a distance as well as to local professors and students. Any measure likely to be of assistance to the scholar in saving unnecessary labor, economizing his time and aiding him in his work, can be instituted at a moment's notice and to fit an individual case. A professor who wishes to instruct a small seminary class of students in a subject in which this library is strong can be accommodated with a suitable room and the necessary equipment for meeting his class. The material they wish to consult together can be brought directly to them whether it is ten volumes or five hundred.

The presence in Chicago of the collections which it has been the policy of the Newberry Library to acquire gives prestige to the city and its cultural side and attracts to it, either for temporary residence or through acceptance of positions on the faculties of local universities, scholars of distinction who might otherwise not come to Chicago at all. A well-known professor of literature in a Chicago institution received a flattering offer of a chair in a university in another part of the country at an increased salary. He declined the offer principally because the libraries of the other university and the city in which it is located did not possess book collections of sufficient value and completeness to enable him to pursue the inves-

tigations which have largely given him the standing and repute which he enjoys in his profession. The Newberry Library does give him these facilities and Chicago is therefore a more attractive place for him and the intellectual life of the city is better for his presence in it. The conclusion is that, through its provision of the type of books in which it specializes, the value of already acquired special collections, and the gradual upbuilding of others equally distinguished, the Newberry Library is performing a service of immeasurable educational, intellectual, and social value to Chicago and the surrounding territory.

For the pupils of the elementary schools, the undergraduates in the Chicago colleges and the men and women who, while working during the daytime, desire to study and keep abreast of the times through evening reading, the books and services of the staff are equally available. In the course of a year thousands of such persons work in the Newberry rooms regularly and avail themselves of its opportunities.

A special feature of the Newberry Library policy is the assembling regularly of special exhibitions made up of books, prints, maps, and other pictorial material illustrative or descriptive of some literary, historical, or artistic topic. The subject matter may be of immediate contemporary interest or it may refer to men and events of long past periods. The main point is that the Newberry Library supplements book study and reading by the presentation of material in pictorial form. It works on the theory that, if it waited for the public to ask it for its material, most of it would never be called for. It is brought to their attention as sharply and as attractively

as possible, thus creating continual interest. Noteworthy is the collection of materials for the study of the English drama. A special reference bulletin of the contents of this feature is published.

A range of the exhibitions, throughout various years, may be had from a single bulletin which has included East Indian manuscripts, books, and maps illustrating the voyages and discoveries of Henry Hudson, early editions of the letters and books relating to the discovery of America by Christopher Columbus, Italian and Spanish manuscripts, French and English book bindings, musical books and manuscripts, and books and photographs by Dr. Jose Rizal of the Philippines. The list is too long to reprint but this will suffice.

The library contains the extraordinary Americana secured by Mr. Edward E. Ayer. This is the most complete collection in existence of literature relating to the Indians of North America. The section contains narratives and experiences of many captives among the Indians that are of special interest to students of American history, as they give data of sufficient importance to picture the conditions under which the early explorers and pioneers settled, lived, and labored while ceaselessly pushing forward the boundaries of the frontier. It contains over three hundred titles of individual editions.

Another great Chicago library conducted on similar lines is the John Crerar Library. It devotes itself especially to the field of science. The branches of *materia medica,* law, and engineering particularly feel the touch of its influence and research.

The Crerar Library, the youngest of the free public

libraries of Chicago, was established by a bequest of the late John Crerar, a prominent merchant of the city, in 1894. Mr. Crerar had no near relatives and left $6,000,000 in personal bequests, nearly $1,000,000 to some of the charities of the city and the remainder of his estate, then valued at not quite $2,500,000, to the library. Improvements in business conditions materially increased this sum to a total of about $3,500,000. The board of directors designated by Mr. Crerar decided immediately after the organization that the endowment should not be encroached upon and that a building fund for the erection of a permanent home for the library should be accumulated from the income. The fund in January, 1918, amounted to $1,260,543.38. Part was expended for a site and the balance should be sufficient for the erection of an adequate building. The site chosen is on Michigan Avenue immediately north of the Chicago Public Library. The position is especially convenient for business men and physicians. This will be a splendid addition to the widened and elevated thoroughfare which, under the Plan of Chicago, is to become one of the most impressive and beautiful streets in the world.

The Chicago Public Library had previously been established as a great lending library and the Newberry Library was being developed as a reference library. The great field left open to the newly created library, therefore, was that of science. Accordingly, the directors decided to establish a free public library of scientific and technical literature, thus rounding out in an effective way the library field in the city of Chicago. Its special scope is natural, physical, and social sciences and their appli-

cations. The books are divided into six classes — general works, social sciences, physical sciences, natural sciences, medical sciences, and applied sciences. The last-named class includes the applied fine arts, but not music, sculpture, or painting. With the exception of theology and philology, all subjects comprehended by a broad interpretation of its field are to be found in the library.

It contains four special collections — the Senn collection of medical books, some 10,000 volumes and 15,000 pamphlets; the Huntington V. Jackson collection on constitutional law, nearly 600 titles; the Henry Gradle memorial collection on medicine; and the Octave Chanute collection on aviation.

Several notable purchases have been made of which the Gerritsen collection is the largest and most important. It contains 18,000 volumes and 15,000 pamphlets on social and economic subjects, being especially full on finance, banking, labor, and Socialism. It includes a distinct collection of nearly 6,000 volumes and pamphlets on the social, political, and legal status of women.

Other noteworthy purchases are: some 300 volumes on ornithology bought of the Newberry Library in 1898; the private library of Professor R. T. Ely, consisting of 6,000 volumes and 4,000 pamphlets, mostly on American labor and social movements; the collection of 8,000 volumes and 4,000 pamphlets on gynecology and obstetrics made by the late Dr. Edward Martin and his son, Dr. August Martin; about 1,000 volumes, 1,000 pamphlets, and 460 maps on physical geography, the library of the late Dr. Karl Ehrenburg of Wurzburg, and considerable purchases at auction of mathematical books

from the libraries of Boncompagni and Bierens de Haan and of zoological books from that of Milne-Edwards.

The Crerar Library, in 1918, had 373,356 volumes and more than 146,000 pamphlets and several thousand maps and plates. It is a good working collection elaborately equipped in certain fields. Besides thousands of current periodicals, the library receives some 13,270 other continuations, such as annual reports and parts of books issued serially, which are placed for public use as soon as received. Its bound volumes in each department in June, 1918, were: social science, 103,035; physical science, 30,345; natural science, 37,079; medical science, 71,869; applied science, 77,795; general works, 53,233. The total income was $235,000, of which $41,000 was set aside for the building fund and $33,000 for the increase of the library.

It is evident that such a library would attract readers in search of information rather than of recreation. While engineers and physicians are the largest two classes, chemists and teachers rank next and business men in search of business information, technical chemists, machinists and many other skilled laborers, workers in social and political movements, normal and high school teachers and their students form considerable elements.

In the Great War the Crerar Library did more than a little. It purchased regularly and promptly the technical books needed to meet the demands of the student officers and of others interested in the necessities of the country. Among these it laid great stress on military medicine and surgery and prepared and published a select list of these books, which it distributed to the thirty-

five camp libraries, and prepared to duplicate such of them as were needed for loans to these libraries, It furnished to United States officials and others bibliographies on subjects connected with the war and has made many loans of books of this character. It furnished a librarian for the camp library at the Great Lakes Training Station and has appropriated one thousand dollars for the purpose.

Altogether Chicago is well furnished with the sort of libraries which are calculated to stabilize and round out the general knowledge of the city and to perfect it in special fields. More, it is perfectly obvious, from a study of its truly splendid libraries, that Chicago is the logical center of useful knowledge and research of a vast inland territory. Fifty-three million people live within a night's ride of Chicago. Its library facilities are their advantage.

It is not a mere coincidence that, in a city of such exceptional library opportunities, there should be closely interlinked with them a historical society so superior as to be at once historical library, museum, and general custodian of the community's store of past achievements, recorded and preserved to be dug up by those who are the logical persons to perpetuate knowledge of its history.

The Chicago Historical Society was established in 1856. Its objects are: to institute and encourage historical inquiry, to collect and preserve the materials of history, and to spread historical information concerning the northwestern states, particularly Illinois. The society has always had the support of a number of the most representative and public-spirited men of Chicago, both

financially and in the direction of its affairs. Its librarian, Miss Caroline M. McIlvaine, is a real educational asset to Chicago.

The society has been an effective "melting pot" for Americanization in Chicago, where five-eighths of the citizens are either foreign born or of direct foreign descent. This excellent and far-reaching work of patriotism is a feature of a number of Chicago's public institutions.

During the past decade the Chicago Historical Society, feeling the city's need of aid in assimilating its various foreign populations, has gradually focused many of its activities upon the cultivation of civic and national consciousness, love of country, and patriotism. This movement has logically developed from the seed sown in the preceding half century when the main effort was the collection of materials for the history of the old Northwest, particularly Chicago. All honor is due to the cultured and enterprising gentlemen — sturdy pioneers — who laid the foundations for this development at a time when men of lesser vision would have had an eye only for their own fortunes. But the struggle to have a historical society did not end with its founding, for it is only because of the indomitable determination of successive groups of Chicago professional men and men of affairs that the society has been brought through the panic of 1857, the Civil War, the great fire of 1871, the fire of 1874, and the depression following the World's Fair. As with the city itself, its prestige has only been heightened by the vicissitudes that would have demolished an ideal less firmly fixed in the hearts of the people.

An attempt to list those who in 1856 founded and have

FROM THE ARCHITECT'S DRAWING.

The new John Crerar Library to be erected on the remarkable new Michigan Avenue extension.

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since maintained this institution would result in naming almost every public-spirited man and woman who has aided prominently the commercial, artistic, and literary growth of Chicago for three generations. Theirs are the names of Chicago's streets, schools, and institutions. It is a significant fact that, of the nineteen original incorporators of the society, in 1857, all but two had voted in the first city election in 1837 — William Butler Ogden, one of these incorporators, being elected for the first year. Threads as closely interwoven as those of the city and society make a fabric that is not easily rent.

That this relation has not been more reinforced in recent years is, in light of the Great War, to be regretted. While it is true that the Historical Society is an almost perfect mirror of the early city down to the time of the fire of 1871, the rapid strides of the city after that time have left it far behind. Possibly this has its fortunate side for, unencumbered with the impediments of the city's recent growth, the society has been free to specialize upon the earlier periods so that, even in its little building, every decade up to the eighties is now more or less visualized by models of fortifications, Indian relics, and costumes of the frontier days and reminders of civic progress, such as the wooden water pipes of the forties, wooden paving blocks of the fifties, and an almost endless array of early prints and photographs illustrating the advance of a great center from an Indian trading post.

In contrast with the museums of the great foreign cities — London, Paris, and Berlin — each in itself is a vast articulated museum where every branch of human knowledge has at least one institution devoted to its ex-

emplification—the Chicago Historical Society serves to conserve the archives of all the arts insofar as they touch the beginning civilization of America, Illinois, and Chicago. It must be remembered that, from the discovery of this region by Joliet and Marquette, to the present is a short two centuries and a half, lengthened to three centuries by the inclusion of aboriginal history.

The library of the society, numbering 50,000 volumes, contains, besides the *Jesuit Relations* and other printed works on the history of the Central West, some 20,000 manuscripts of the governors of New France, the explorers of the Mississippi Valley—La Salle, Tonti, and their followers of the French *régime;* the British governors of Illinois, the Revolutionary hero, George Rogers Clark, and his civil successor, John Todd, the papers of Ninian Edwards, territorial governor, and signatures of the governors and statesmen of Illinois from Shadrach down to Governor Lowden. To these are added letters and journals of Chicago and Illinois early settlers—a great treasury of the materials for history and one that is constantly drawn upon by historical writers in search of original sources. Probably no historical society in the country has as large a collection of Lincolniana as has the Chicago society, and this is, of course, a mecca for Lincoln lovers from all parts of the world.

The series of collections published by the society are: *History of the English Settlement in Edwards County, Illinois,* by George Flower; *Biographical Sketch of Enoch Long, an Illinois Pioneer,* by Harvey Reid; *The Edwards Papers,* edited by Elihu B. Washburne; *Early Chicago and Illinois,* edited by Edward Gay Mason; *The Settle-*

ment of Illinois, by Arthur Clinton Boggess; *The Diary of James K. Polk During His Presidency, 1845 to 1849,* edited by Milo Milton Quaife; *The Illinois and Michigan Canal,* by J. W. Putnam.

The society has also published more than fifty papers on historical subjects presented at its meetings by some of the best-known historical scholars of the country.

Lectures and addresses on American history are given frequently during the winter months, as well as notable social affairs. Many people consider the annual reception and tea one of the most important events of the Chicago season.

In the Old World, most nearly corresponding to the objective of the Chicago Historical Society on the museum side is, in London, Guild Hall Museum, that famous palace of civic antiques made familiar to all Americans by the address there of Theodore Roosevelt on his trip through the Old World when he retired from the presidency. Another similar museum in London is the United Service Museum where are the national trophies from the earliest times of the empire; in Paris, the Musée Historique in the Hôtel des Invalides and the Musée Carnavalet in the Hôtel de Sévigné.

Differing only in degree, the Chicago Historical Society performs the same service for Chicago that Westminster Abbey does for Britain, namely, to afford a place of commemoration for the statesmen, heroes, and citizens whom the city delights to honor. The Chicago society has formed a miniature Valhalla by dedicating its assembly room named for its donor, "John Crerar Hall," to the memory of the benefactors of the city who

have been members of the society, placing there such oil paintings, tablets, and sculptured portraits as through the years have been presented by the relatives of these members. There, side by side, are the Ogdens, Hubbards, Kinzies, Beaubiens, Wentworths, Newberrys, Hamiltons, Arnolds, Sheldons, Scammons, Fullertons, Washburns, Burleys, Carpenters, Skinners, Manierres, Calhouns, Boones, Joneses, Rices, Farwells, Blairs, Laflins, Kerfoots, and many others.

The most conspicuous difference between foreign and American historical museums is perhaps that, in the former, the physical relics of history are greatly outnumbered by paintings of historic scenes and personages. Thus every palace and every art gallery is at the same time a museum of history. Too few galleries in America can boast portraits of American patriots or paintings of historic scenes. The Charles F. Gunther collection in this city is exceptional in this respect. Plainly patrons of patriotic art are needed. In monarchies they do this better.

The Chicago Historical Society's gallery of American heroes boasts a number of paintings of the country's great men, but the need of artistic representation of historic episodes is sadly felt. The hope of significant mural decorations on the walls of the society's building has never been realized.

Another mission of the society, which only lack of funds has kept in abeyance, is the marking, by tablet and monument, of sites about the city significant in the lives of our early citizens, and also in the early development of Chicago, but much has been done in

the way of preventing their names from being banished from our street nomenclature.

In Boston one cannot go far in any direction without finding historical markers, sometimes a monument, more often a memorial tablet sunk into a wall. Lord Rosebery, in a speech when unveiling a tablet in Macauley's home, said: "I ask anybody who is in the habit of taking long walks in London or in other cities whether it is not an immense relief to come to some tablet which suggests a new train of thought, which recalls to mind the career of some distinguished person and which takes off the intolerable pressure of the monotony of endless streets."

A few historic sites have been marked under the auspices of the Chicago Historical Society, notably the site of Fort Dearborn; of the Chicago massacre; the home of John Kinzie; the grave of David Kennison, the last survivor of the Boston Tea Party; and the starting point of the Chicago fire. Many more sites have been identified and recommended for marking.

The growing conviction that the place to begin building for good citizenship is with the children has led the society to adapt to the youthful understanding its library, three exhibition floors and certain lecture courses, with the result that all of these interest adults as well as children and have been recognized as valuable cultural forces in Chicago from the sociological as well as really educational standpoints. Following the idea of teaching the Plan of Chicago in the schools, children are being taught many branches of good citizenship in other public institutions. Chicago is the pioneer city

and the premier city of America to start training children, along far-reaching lines, to become future responsible heads of government control.

Each Saturday the building of the Historical Society is filled with orderly children delegated by their school classes to attend the course of lectures for children on Chicago history. On patriotic anniversaries, not only children, but parents and groups of foreign-speaking people from the settlements visit the building, the latter often expressing astonishment that there are any antiquities in Chicago, but showing a more reverent interest in the portraits and mementos of Washington and Lincoln than do many visitors of native birth.

The Great War was illustrated in the society's collection by posters of the Army, Navy, and Red Cross, by bulletin board for newspaper information about Chicago men in service and a display case where are shown letters, pieces of ordnance, and other relics that reached it from the Front.

Encouraged by the practical results of this teaching of patriotism, the Historical Society tendered to the Committee on Public Information and the National and Local Service Committee every facility it could muster to aid in the propaganda of patriotism. Cooperating with the Illinois Centennial Commission, the society transferred many of its most precious collections, including the exhibit of "Flags and Trophies of Seven Wars," to Orchestra Hall on the occasion of the opening of the celebration of the Centennial of Illinois Statehood in 1918.

Remoteness from the civic center is not the only han-

dicap to progress suffered by the Historical Society. Year by year, as the collections grow larger through the generosity of Chicago patrons, the exhibits become more congested and detract from the dignity of value and effectiveness of one another. Indeed it has been necessary to decline certain gifts tendered because of inadequate storage space. Administration under these conditions is increasingly difficult and the development of the possibilities of the society is being checked for, with a larger building more conveniently located, the Chicago Historical Society might become the greatest historical museum in this country, for it is strongly probable that a collection several times as extensive as its present one would be tendered to its directors. At the time of this writing that collection is in eminent danger of being scattered for want of adequate housing. The spirit that has always kept Chicago in the front rank will in some way save this situation and provide for generations to come a more valuable legacy than even art or music can afford; namely, a great civic historical museum administered by this society. The new north extension of Michigan Avenue would be an ideal location for a new building.

While the Chicago Historical Society is maintained largely by the dues of its members and the interest of legacies, its value as a public service institution is recognized by the city of Chicago in its exemption from all taxation. Chicago has many wealthy men. Here is a real opportunity for some one of them to match the generosity of Marshall Field and provide permanently for the need of its most useful educational historical

society. There should be organized also a group of wealthy people to furnish Chicago with branch libraries on the plan of Carnegie in New York. The Historical Society could designate their locations in some instances and mark them at the same time for historical spots.

Miss McIlvaine declares the greatest contrast between this society and others is perhaps that it specializes in work for the youth — the chief object being the stimulation of love of country.

It is difficult to imagine a more desirable place than Chicago in which to rear children. I know of no other city where the minds and bodies of the little folk receive so much attention. How much this means to the future city no one can estimate. The school textbook taught in Chicago on the Plan of Chicago calls attention to the recognized need of bringing out in the children of our cities a sharp, clear, vivid interest in those cities, in their history, in their growth, in their present, and in their future. It also points out that we have reached a time now when the citizen, to do his duty, must plan for the welfare of coming generations. It is necessary that the people realize, and that the young be taught, that the really great work of the world today is that which foresees and builds for the future.

Specializing on the teaching of art and music in the Chicago public schools; the remarkable work of the Civic Music Association in carrying music to the children; the groups of school children who are conducted about the city on journeys of inspection to great industrial plants, Chicago Plan improvements and other physical objects; the protecting of the city's moral at-

mosphere by the world's most effective Y. M. C. A. work; the Sunday Evening Club; the numerous social settlement centers more thoroughly organized in Chicago than in any other American city; the world's finest and best equipped playgrounds for children; teaching the Plan of Chicago in the schools—all these augur for a city for children, a city some day to be incomparable in the New or Old World for the character of its people and the beauty of its surroundings.

On the moral side of the question, Chicago's advantages are clearly demonstrated in that New York has 1,520 churches, missions, and chapels. Chicago has about 1,200. On the basis of population, this is nearly twice the number of New York.

On the educational side, there are ten colleges and universities in New York and 339 public schools. Chicago has seven colleges and universities, thirty medical schools and 306 public schools. On the basis of population, there is a slight advantage on the number of schools for Chicago and one-third more colleges and universities.

The University of Chicago includes the Graduate School of Arts and Literature, the Ogden (Graduate) School of Science, the Colleges (Senior and Junior) of Arts, Literature, and Science, the Divinity School, the Law School, Courses in Medicine, the School of Education, and the College of Commerce and Administration.

Though the university is maintained primarily for those who can give their entire time to academic work, it extends many privileges to the general public.

The libraries of the university, containing about 624,936 volumes bound and catalogued, besides a large amount of material yet uncatalogued, include the general library, department libraries, and 200,000 pamphlets.

The library of the Law School contains the most important legal collection in the city, consisting of over 33,000 volumes and including practically all the reports and statutes in the English language and a considerable amount of material in foreign languages. The library of the Divinity School is a comprehensive theological library and includes the Heggstenberg collection and the Colwell library.

Haskell Oriental Museum contains valuable collections illustrating oriental art and archaeology—chiefly that of Egypt, Babylonia, and Japan. The Egyptian collection is especially valuable, embracing nearly one thousand original monuments, either written or material documents, from all the great epochs of Egyptian history and archaeology. The Walker Museum collections are estimated to embrace over one million specimens—mainly rocks, minerals, fossils, archaeological objects, and relief maps.

The number of students of the Chicago University in pre-war times exceeded the number of the Wilhelm University of Berlin.

The Northwestern University, in Chicago's fashionable suburb, Evanston, maintains ten departments—among them the College of Pharmacy, Dental School, School of Music, School of Commerce, School of Oratory, and Evanston Academy.

The School of Commerce was organized in 1908

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Chicago. Famous University of Chicago group on the old World's Fair Midway Plaisance (at the right) now a beautiful and palatial boulevard connecting Jackson and Washington parks.

The work of instruction was begun in September, 1893. The aim of the institution, as expressed by its first public announcement, is:

For the purpose of giving to young men an opportunity to secure a liberal education. It is hoped that its benefits may reach all classes. Its aim is broadly philanthropic. Realizing profoundly the importance of self-reliance as a factor in the development of character, the founder has conditioned his benefactions in such a way as to emphasize both their value and the students' self-respect. The institution is not a free school but its charges for instruction are in harmony with the spirit which animates alike the founder, the trustees, and the faculty, namely, the desire to help those who wish to help themselves.

Loyola University is under the direction of the Society of Jesus. Its courses are open to students of any religious denomination and to men and women, but the undergraduate college and high-school courses are for male students only. It has a spacious and beautifully located campus on the north shore.

The Chicago School of Civics and Philanthropy, presided over by Professor Graham Taylor, one of America's most noted social authorities, was established in 1909. It has become a center in the new profession of social service and for the development of a more general and critical interest in social and civic conditions.

The Chicago Hebrew Institute dates back to 1903. The purpose of the Institute is to provide a social, educational, and civic center for the native American as well as for the immigrant, and for the well-to-do as well

as for the needy of the Chicago community without any distinction as to race, color, or creed. The prevention rather than the cure of social evil is its chief aim. The Jewish Training School is for the non-sectarian education of the worthy poor.

The School of Domestic Science and Arts was established when coeducational work was abandoned at Armour Institute, and it was equipped by Mrs. P. D. Armour. It is maintained in part from dues, but gifts and endowment funds have aided. Classes are held in cooking, home nursing, hygiene, household economics, sewing, dressmaking, and millinery. It maintains regular autumn, winter, and spring courses, and in addition two short summer courses. Laboratories, a museum of food and textile products, and a new "training kitchen" are valuable parts of its equipment.

Chicago offers an exceptional field to those desiring to pursue a course of law studies. It is said that there is more litigation per capita in Chicago than in any other city in the United States. In Chicago are located the courts of the city, county, state, and federal governments, including the Federal Circuit of Appeals deciding cases for Indiana, Illinois, and Wisconsin, and three branches of the Illinois Appellate Court. The Chicago Law Institute (open to law clerks of members) having a library of 64,000 volumes, and the library of the Chicago Bar Association, as well as the libraries of the several law schools, furnish students access to all leading law reports. Employment during the day for students taking night law courses may generally be obtained.

The Chicago law schools include the Chicago Kent

College of Law, Chicago Law School, Illinois College of Law, Law Department of the De Paul University, John Marshall Law School, Lincoln College of Law, Northwestern Law School, and the University of Chicago Law School. The total number of volumes of their combined libraries is about 200,000.

For many years Chicago has had the reputation of being America's most popular center of medical education. The number of students studying medicine in the city of Chicago is larger than in any other American city. One of the reasons for this popularity is the grouping of teaching hospitals and medicinal colleges around the County Hospital. Here, within four blocks, are many large colleges and teaching hospitals and the students are in an atmosphere of laboratories, wards, and clinics. This center is within two miles of the downtown district.

There are eighty-six hospitals in Chicago and twenty-two dispensaries.

The Chicago medical schools include the Bennett Medical College, Chicago College of Medicine and Surgery, College of Physicians and Surgeons, Rush Medical College, Hahnemann Medical College, Northwestern University Medical School, Jenner Medical College, Chicago Policlinic, Chicago Post Graduate, Illinois Post Graduate Medical School, and the Chicago, Eye, Ear, Nose, and Throat College.

In addition to these, post-graduate schools of medicine and the large hospitals, for example, Mercy and Augustana, maintain public clinics each day in the year, to which come thousands of physicians. Besides these

medical schools, Chicago has institutions for teaching various kinds of drugless healing. The libraries of the medical colleges are extensive. Rush Medical College alone has nearly 25,000 volumes.

Late in 1916 it was announced that the General Educational Board and the Rockefeller Foundation had each appropriated $1,000,000 for the establishment, in connection with the University of Chicago, of schools of medicine and research laboratories. The gifts were conditional on the raising of $3,300,000 additional. Of this amount it was announced that $700,000 had already been pledged.. Rush Medical College and the Presbyterian Hospital are to be a part of the new medical center. The plans call for the best teaching forces and equipment available. It was simultaneously announced that Mr. and Mrs. Julius Rosenwald of Chicago had subscribed $500,000 for the new medical institution. Later Mr. and Mrs. F. H. Rawson added $300,000 to the fund.

The theological schools of Chicago are on a parity with its law and medical schools. The most noted are the Chicago Theological Seminary, Garrett Biblical Institute, McCormick Theological Seminary, St. Viator's, Moody Bible Institute, Theological Seminary of the Evangelical Lutheran Church, the University of Chicago Divinity School, and the Western Theological Seminary. These schools contain some notable libraries. Their combined number of volumes is about 175,000.

There are few schools in the United States equipped with courses for training in the higher grades of busi-

ness. The dearth of men properly qualified for positions of large responsibility is a situation which confronts nearly every large employer.

Educational Opportunities in Chicago says:

In Germany commercial education is quite advanced and the great increase in German trade (before the war) and commerce is due largely to the thoroughness and excellence of German commercial training. England is also entering the commercial educational field with its rapidly developing system of evening schools.

In Chicago there are two schools of this class—one at Northwestern and the other at the University of Chicago. Besides, there are a large number of proprietary business schools which give training in bookkeeping, stenography, typewriting, commercial arithmetic, and business law. Supplemental courses are also given in spelling, and English, and civil government. There are a dozen or more important schools of this kind.

Social settlement work in Chicago is thoroughly equipped and has advanced to a marked degree. The most prominent of the social settlements is the world-famed Hull House of which the head resident is the equally famed Jane Addams. In addition to teaching all the domestic lines and certain commercial pursuits, Hull House includes many industrial studies, music on no mean scale, and art in all its branches. Several libraries are connected with the house and it has a theater seating 250 people.

An almost equally famous settlement is Abraham Lincoln Center, the head of which was the late Jenkin Lloyd

Jones. It serves as a center for many neighborhood activities. Its material plant has cost about $200,000 and it has an endowment fund of $105,000. Its various activities show a weekly attendance of between three thousand and four thousand individuals. There are twenty-nine other settlements, each a more or less unit of completeness and usefulness. Most of these have good libraries. Gads Hill, Elm Street, Northwestern University Settlement, and that of the Chicago University, are very important.

There is no greater world's work than social settlement work and closely allied with that is the Young Men's Christian Association and the Young Women's Christian Association.

Chicago, with its thirty-seven nationalities, presents an unusually attractive field for the endeavor of the Young Men's Christian Association. The Metropolitan Association of Chicago is said by impartial observers to stand at the front of similar organizations in the United States, if not of the entire world.

Figures nor bare facts can typify the work of the Young Men's Christian Association of Chicago. Incidentally, however, the property investment of the Chicago association is $6,000,000 and its buildings number fourteen. The buildings are situated at various key-points throughout the city although it is by understanding that a dozen unoccupied spaces remain to be filled by those structures.

The association has branches in the suburbs; downtown; in the German, Polish, and Norwegian districts; in the manufacturing and mail-order house districts;

in the outlying districts; and it has a building exclusively for colored men, the contribution, in a large measure, of Chicago's great business leader and philanthropist, Julius Rosenwald.

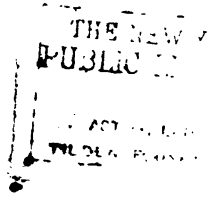
Probably the most important and ambitious new department is the Y. M. C. A. Hotel, located on the edge of the Loop district. This hotel has 1,821 rooms with a cost to guests of from thirty to sixty cents a night. It is the only hotel of its kind in the world and is almost filled to capacity nine months out of the year. This hotel is the conception of L. Wilbur Messer, general secretary of the Young Men's Christian Association of Chicago, who years ago visualized an up-to-date lodging-house where young men coming from the country into the great city for the first time, instead of stumbling into touch with the underworld, would fall into good hands, in clean surroundings, and in an atmosphere cheerful and uplifting. While not a religious institution in any sense of the word, it is looked upon as a pioneer of its kind, with the possibility of many cities in this country and Europe creating similar institutions.

The Chicago Y. M. C. A. is rising to every emergency in a quiet, careful, and conservative way.

The Young Women's Christian Association occupies a commodious building on Michigan Avenue only a few blocks south of the leading hotels of the city. Its building is headquarters for committee work of various kinds. Five Travelers' Aid workers go daily to the various railway stations to meet and aid unprotected young women arriving in the city.

About three hundred young women board here. Its

Chicago. Northwestern University group at Evanston, the city's beautiful and aristocratic first northern suburb.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educational department has classes in dressmaking, millinery, manicuring, and hair dressing, business, art, cooking, gymnastics, and the study of the Bible. These classes are practical and are adapted to meet the needs of busy young women.

There is no educational medium so important in Chicago for the popular masses as the lecture associations. Most of the 300 public schools contain assembly halls and many of the newer buildings have exceptionally fine audience rooms seating as many as 1,200 to 2,000 people. The free public use of these has aided wonderfully in organizing the entire city into units of community center interest, where topics of the day, travels, and many other subjects of general interest are presented in lecture form.

The *Chicago Daily News* for sixteen years has been giving free lectures in the school halls in all parts of the city, but particularly in districts remote from downtown attractions. It has given as high as 375 lectures in a single school year.

The *Daily News* aims to make its lectures of the school extension sort, awakening new trains of thought in the minds of busy men and women, and aiding persons of foreign birth who are learning the language and customs of this country. The subjects treated are of many kinds, including new discoveries in science, topics from American history, great historical events in other lands, great men and women of this and other countries; likewise readings from the poets, particularly Shakespeare. These topics are all well illustrated with stereopticon pictures. A considerable number of lec-

turers cooperate in this work, some of whom travel widely in search of lecture material.

Another important lecture bureau is that of the Chicago Plan Commission, on the Plan of Chicago and world cities, illustrated. The commission has spent thousands of dollars perfecting its lecture. It covers all the great cities of twenty-four countries. The pictures are by the best lantern-slide artists and the lectures are given free in all parts of the city. The Chicago Medical Society has a Saturday evening course on health and kindred topics putting out free lectures and many speakers. The Chicago Geographic Society gives lectures, mostly on travel, once a month in Fullerton Hall in the Art Institute. The Alliance Française is an international association for the propagation of the French language and the establishment of closer relations between France and other countries. It gives free public lectures and readings in Fullerton Hall on alternate Saturdays. Many clubs and societies, especially women's organizations, provide for lectures at their regular meetings throughout the year. These are always on educational and civic subjects of the widest, best, and world-wide scope.

The City Club of Chicago is also an educational force effective in its influence upon the life of Chicago, and far-reaching in its scope of subjects relating to local investigations and improvements. It has a well-equipped library and a fine clubhouse. It also maintains a free lecture bureau and furnishes speakers on civic subjects.

The Women's City Club aims to bring together women interested in the city's welfare. The club is

organized for civic and community work in ward organizations which interest themselves in cleanliness of streets, vacant lots and alleys, in the betterment of public school conditions, suppressing the smoke nuisance, visiting jails and playgrounds and looking after infant welfare. The Woman's City Club has a membership of 8,556. This is rather a notable number for such an organization. The work of Chicago women for the public good through the many and splendid women's organizations throughout the city is extraordinary.

A unique, original, and most effective influence in the uplift of Chicago is the Sunday Evening Club. It was established in 1907 by a group of business men led by the noted business man, clergyman, and sociologist, Clifford W. Barnes. These business men realized the need for a club organized to provide in the churchless downtown section of Chicago a non-sectarian Sunday evening service for traveling men and guests in the hotels, for strangers in the city who had not found the church of their choice, for young men and women in the boarding-houses near the Loop district, and for the unchurched everywhere in the city.

These services are held in Orchestra Hall and a business or professional man shares in the program. The Sunday Evening Club is supported entirely by voluntary gifts. These amount to about $21,000 per annum. The speakers have been drawn from the ranks of distinguished Americans in many walks of life and also from eminent visitors from other lands. An hour before each service a Bible talk is held by President Barnes. Every service is accompanied by an excellent

musical program, including the club's choir of 100 voices. This choir has been ranked by authorities from abroad as one of the foremost choral societies of America. The average audience of the club's tenth season was 2,400. The aggregate attendance for the 1917 season was 650,000.

The Sunday Evening Club has become not only the most successful work of its kind in the world, but, as one of the speakers declared, "A nation-wide influence." Distinguished visitors from all over the world have paid it their tribute of praise. Its expression of patriotism and religion makes it a powerful generator of morals. Its president, Mr. Barnes, was the president of the Illinois War Recreation Board, and a major in the Red Cross division, charged with civilian relief in Greece and Italy.

Religious influence has been a strong moral force in Chicago. To what extent Chicago's famous clergymen have played a part in the uplifting and upbuilding of Chicago can best be determined by the record of such internationally known preachers as Robert Collier, Dwight L. Moody, Dr. P. S. Henson, Prof. David Swing, Charles R. Henderson, Newel Dwight Hillis, Bishop Charles P. Anderson, Rabbi Emil Hirsch, Dr. Frank W. Gunsaulus, and many other famous men of the church who are known throughout the world where the voice of God is heard, the power of Christianity felt, and the good of man conserved.

CHAPTER XIV

THE PLAN OF CHICAGO

LATE one night in 1893 a small group of prominent men interested in the development of the World's Columbian Exposition—then in the making—visited the exposition grounds.

It was drawing near the time for opening the great fair. Doubt assailed the directors that it would be opened on time. The task, for the time remaining was Titanic. The thought of opening on time was enough to stagger the courage of any set of men in the world, and some of the best were in charge of this undertaking.

That progress was being made slowly, as the fair neared completion, became noised about. On every hand it was heard the exposition would not open on schedule; perhaps it would be delayed long after the date set for the opening. Seized with all-consuming anxiety, these men could not keep away from the grounds. They haunted them by day, and on this occasion they visited them late in the night.

Seated on a great pile of débris, they observed the figure of a man, alone, and silent as a statue. They paused; something in his attitude impressed them. With back and shoulders bent, the elbows resting on propped knees with hands clasped, the man sat motionless, apparently in rapture, peering out over an indescribable

mass of flotsam and jetsam; discarded rubbish, together with piles of iron girders and timbers and tier upon tier of barrels and boxes surrounded the man on every hand; and as far as the eye could reach, rising in semi-majesty amidst this sea of disorder and silhouetted against the starlit night, were the domes, turrets, and towers of the exposition buildings nearing completion.

The opening day—a few weeks off—was brought closer by the tremendous amount of work yet to be accomplished. Little wonder the hearts of the midnight visitors quaked with dismay. To them, it seemed that no army of men, even under the most skilled leadership, could create order and harmony in so short a time where disorder now reigned in vastness.

Coming closer to the silent guardian of the night seated on his throne of confusion, the disturbed ones marveled at their discovery. The statue-like sentinel was none other than Daniel H. Burnham, the architect, organizer, and presiding and guiding genius of the whole great project.

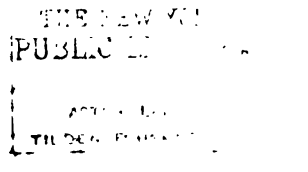
Recovering from their surprise, the visitors, in chorus, ejaculated, "Burnham, what are you doing here, alone and at this time of night?" Sympathetic anxiety was in their voices for they knew the strain the man had been under for many months.

"I came here to think and plan," replied the architect.

"What can you think and plan out here in the blackness of the night amidst all this confusion?" inquired the visitors.

"I was just thinking of the beauties of this place;

Daniel Hudson Burnham. Born 1846 — died 1912.
Author of the Plan of Chicago under the direction of The Commercial Club.



of the wonder of it all; of the orderly development; of the finished harmony and grandeur."

The visitors caught something of the great architect's undaunted spirit. They glimpsed something of his vision and they sensed a little of his dream. In these they felt, rather than saw, the finished project. If doubts about the opening day still clutched their hearts, they were not expressed. Quietly withdrawing, under the spell of their chieftain's abstraction, they left the dreamer to work out his dreams.

The World's Columbian Exposition opened on the appointed day—a day that spelled the dawning of a new era for the United States, an era of attractiveness in the orderly development of cities.

Where but a few weeks before was chaos now was beauty, majesty, order, and convenience more splendid than ever before was attempted in the history of the nation and never surpassed in the making of modern cities.

The World's Fair and Burnham's name became synonymous throughout the land and across the water. Gradually upon this was built the hope of more attractive and orderly cities. Men of vision from all parts of the nation came and saw and said: "Why not these things in the building of our cities?"

The first to perceive the desirable and practical ideals of the fair—the stately buildings conveniently grouped and the systematic arrangement of the streets and grounds—were Mr. Burnham's associates on the exposition's board of managers and his colleagues in The Commercial Club.

The growing belief that these could be adapted to the future growth of Chicago did not germinate immediately. It dawned gradually. The conception took place in the minds of several and occasionally found public expression in one form or another by these, the city's leaders.

Piecemeal, the idea took on form to make Chicago beautiful and orderly, even as the world's greatest exposition — the work of its own citizens — had been beautiful and orderly.

First it was suggested that the fair grounds' 686 acres be preserved and made permanently attractive and convenient for a public park. Leading from this — Jackson Park — cityward, it was planned to reclaim the Lake Front by filling in the submerged area for several hundred feet lakeward through to Grant Park at the city's center. This, it was planned, should be parked to contain playgrounds, watercourses, bathing beaches, and drives.

Plans were scarcely under way for this when the idea for a city-wide plan — which had been germinating — found public expression; but it was ten years after the exposition closed its gates in 1893 before these vague but insistent ideas for a plan for the entire city began to take form.

During the interval of a decade, leaders in The Commercial and The Merchants' clubs, from time to time, made fragmentary suggestions for a city plan. Thus the inspiration of the World's Fair was kept alive and growing.

Each of these organizations had a select membership of about fifty. The Commercial, old and exclusive, was

the senior club, both as to club life and personnel. Its members were the principal figures in Chicago's great mercantile, manufacturing and banking institutions. The Merchants' Club, having similar objects, had a slightly larger and more diversified membership. It was composed of a limited few of the city's leading younger men.

Members of each group served as directors of the World's Fair. It was not strange that the beauty and the science of the plan of the fair were indelibly impressed on the hearts and minds of the more creative and initiative in each club and later found expression in ideas for a comprehensive city-wide plan embodying the principles of orderly development.

History cannot possibly give too much credit to the handful of men who suggested and aided in the conception and advancement of a plan idea for the whole city. The significance of their service to their fellows and to humanity everywhere is magnified when contrasted with Baron Haussmann's wonderful Plan of Paris.

Under the then monarchical rule of France, civic spirit was a quality unneeded and unknown. Citizens were not the originators or the initiators of things for the public good. These came, if they came at all, by imperial decree.

And so it was with the Haussmann Plan. It was the product of a single mind commandeered and paid for by the French government. The first financial outlay provided for it by the French authorities ran into hundreds of millions of dollars. The money appropriated, work upon the plan was immediately started and was contin-

ually kept up until the entire plan was completed, requiring more than fifty years.

How different in the United States! Here no public money can be had with which to start a plan, but when privately subscribed and a plan finally evolved, even more money must be privately subscribed for its promotion. Then, if the city adopts a single part of that plan for realization, years of bickering and wrangling ensue before any work upon it is begun, and more years ensue, with all manner of uncalled-for and expensive delays, before it is finished. This process is repeated all over again with each succeeding part of the undertaking. That is why private citizens, public spirited, have to stand back of city plans in the United States with their pocketbooks and their influence.

Commendable, of course, was the act of the French government, and Haussmann is properly immortalized as a great man and a wonderful mind, but the men who conceived and carried out the World's Fair, and who were inspired by it to undertake a still greater achievement in planning for their city could experience nothing of the aid Haussmann received at the hands of his government.

Money was necessary for a beginning; this could not be had from the municipality; it could only be had by private subscription. Fortunately Chicago possessed its own Haussmann — Burnham headed the project, giving freely of his time and genius to the task of preparing the Plan of Chicago. More than Haussmann, he gave not only himself without price and his great talent, but he also gave generously of his own means.

This was not enough, however. Other technical service was required and propaganda of the most approved type was imperative.

The resources for these needs were freely subscribed by the members of The Commercial Club, which by now had merged with The Merchants' Club. The big undertaking caused the fusion of interests, and by the combination of the energies of both there came into being one of the most potent organizations for good in the entire country.

Of infinitely greater value than the money of these men were the talent and the astonishing amount of time they devoted with painstaking care to the solution of the whole great project.

Meanwhile Burnham had made plans which he contributed to the United States government for the rebuilding of Manila in the Philippine Islands and for the construction of a summer capital in the Islands. Both were accepted by the national government, and Chicago's great architect, now universally recognized as the foremost city planner of the times, was signally honored by President Taft.

Several men were responsible for the ideas which culminated, in 1908, in the creation and publication of the Plan of Chicago.

Burnham was frequently heard to admonish his coworkers not to plan near-sightedly. His exact words were:

Make no little plans; they have no magic to stir men's blood and probably themselves will not be realized. Make big plans; aim high in hope and work, remembering that

a noble, logical diagram once recorded will never die, but long after we are gone will be a living thing, asserting itself with growing intensity. Remember that our sons and grandsons are going to do things that would stagger us. Let your watchword be "order" and your beacon "beauty."

This was the broad and inspiring platform upon which the Plan of Chicago was developed. Credit is given to Franklin MacVeagh, afterward Secretary of the Treasury, for first voicing the idea and suggesting it to The Commercial Club in 1901.

Spontaneity of thought, however, actuated others simultaneously. Frederic A. Delano, president of the Wabash Railway Company, issued a brochure in that year. It was accompanied by a little map of Chicago as it then was and as it might some day be. The work later, on the Plan of Chicago, could not have been so intelligently accomplished without a systematic planning and readjustment of street arteries, as pointed out by Delano.

Walter H. Wilson, a prominent banker and later city comptroller who rendered conspicuous service in the arduous work of organizing the Plan of Chicago, having been the treasurer of every Plan Committee in both clubs, was president of The Merchants' Club in that year. Charles D. Norton, who later became secretary to President Taft, and still later Assistant Secretary of the United States Treasury, was the secretary of that club, and Frederic A. Delano was a member of its executive committee.

Mr. Delano was impressed with the fact that the club

was running out of live subjects and realizing that it should take up something new and constructive, suggested the general plan or scheme for the future development of Chicago.

At a joint dinner of the Merchants' and Commercial clubs, March 18, 1905, Edward B. Butler of The Merchants' Club made a plea for what he called the great Burnham Plan for Chicago. He earnestly begged the members of the clubs to consider the matter. Mr. Butler said:

There is in Chicago today such an awakening of public spirit as has not been seen before in years; the people need only to be aroused to their opportunity. They need to be fired with some of the old-time Chicago spirit—the spirit which rebuilt the city after the fire and which, later on, in 1893, showed all the world that out here in the West there have been developments along other lines than those which have to do with hay and hogs and corn and cattle. There is much to be done but there is nothing which the members of these two clubs, working together, could not accomplish. We need to consider a great plan for the city—a great Burnham Plan—and right now we could make a splendid beginning by constructing a Lake Front park according to plans which Mr. Burnham has already shown to the members of these clubs.

This appeal of Mr. Butler's made a strong impression, but nothing further developed until June, 1906, when Mr. Burnham was asked if he would accept when The Merchants' Club invited him to make a Plan of Chicago.

Simultaneously Franklin MacVeagh, president of The Commercial Club, wrote to Mr. Burnham, saying:

I am extremely glad The Merchants' Club has taken up the matter of a working plan or program for Chicago's development and security in the present and future and that you are willing to give your services. I am sure my Commercial Club committee will fully approve this course, for what we all wish is to get you at work and accomplish the *thing*. In 1901 I started after this Plan, and though I am sorry it could not have been taken up by The Commercial Club, I feel that it is to be in as good hands as possible.

This letter from Mr. MacVeagh cleared the way for action, as Mr. Burnham had felt reluctant to commence the Plan with The Merchants' Club until Mr. MacVeagh's suggestion of five years previous to The Commercial Club had been disposed of.

Arrangements were almost immediately completed by The Merchants' Club with Mr. Burnham to prepare a comprehensive plan indicating a desirable future development for the city of Chicago and its environs similar to the plans prepared for the United States government for Washington, D. C., and for Manila, and the one for San Francisco. The committee in charge of this project included all of the gentlemen who had been at work upon this idea. A consulting board was appointed, including the governor of the state, the mayor of Chicago, the presidents of all the governmental agencies in Chicago and the presidents of the leading civic and commercial organizations and of the Art Institute, the Western Society of Engineers, and the American Institute of Architects. When these arrangements were concluded and put in the form of a formal report, the

Chicago. World's Columbian Exposition, 1893 — Court of Honor looking west.

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committee expressed itself in the following prophetic and exhortive language:

The enormous growth of Chicago means more than the mere multiplication of office buildings, factories, and residences. It means that new citizens are pouring into Chicago at unprecedented rates. Probably fifty per cent of the business men of Chicago, large and small, were not residents at the time of the World's Fair in 1893. Many of them are unfamiliar with the years of depression which followed; many of them are young and optimistic and do not for a moment believe that Chicago shall forever have the poorest traction service, the smokiest atmosphere, or the dirtiest streets. On the contrary, this vast body of newcomers have heard too much of the difficulties confronting Chicago. They have had too few concrete constructive propositions laid before them to appeal to their imagination and help to increase their civic pride and loyalty.

As long ago as 1903 Mr. Burnham pointed out the possibility of an outer park and lagoon off the Lake Front to connect Jackson and Grant parks, but nothing has been done about it. The public is demanding an orderly and beautiful development of cities. It is part of the great constructive impulse of this prosperous time. In their own private affairs merchants are responding to this public demand. What would have been deemed wasteful twenty years ago is now simply good business. Our great stores twenty years ago were content to house themselves in cramped and badly ventilated quarters. Now spacious show rooms are finished in mahogany, are carpeted with richest materials, beautiful domes are decorated by Tiffany, rest rooms, and grill rooms are provided for customers, and banks are housing themselves in handsome structures of classic design. Business men now know that these things pay, and people are com-

mencing to realize that beauty and order in civic development will pay more than their cost in health and happiness.

This committee had only well started on its plans when, in 1907, the two clubs — the Merchants' and the Commercial — merged under the name of the older organization, The Commercial Club, and in April of that year The Merchants' Club turned its Plan work over to The Commercial Club and a new Plan Committee was organized with Charles D. Norton as chairman and Charles H. Wacker as vice-chairman, and work on the Plan of Chicago followed in real earnest. With the coordinated strength of the two clubs, many important events happened quickly. Plan remnants were gathered, new suggestions came forth and new forces were recruited. The great energies, enthusiasm, and resources of one hundred of Chicago's leading business men were now crystallized and turned loose on making Chicago over. New and forceful personalities loomed and came to the fore. None among these was so effective as that of Charles H. Wacker who, with vision, finesse, dispatch, and a wisdom born of large experience in dealing with men and things, threw himself into this work with remarkable vigor and tact.

After ten months of hard labor by the celebrated architect, engineers, and artists, during which the committee, working day and night, held eighty-three meetings in Mr. Burnham's office and two hundred conferences with individuals or organizations, the final report was ready to present to the club's membership for adoption. This was done at a dinner of The Commercial Club in

Luncheon by Daniel Hudson Burnham, architect, to his business city planning colleagues, when the Plan of Chicago was completed in 1908. From left to right (upper row): Edward B. Butler, Daniel Hudson Burnham, Charles D. Norton, Clyde M. Carr, Edward F. Carry, Edward H. Bennett, John de la Mater (secretary), Charles G. Dawes. From left to right (lower row): John G. Shedd, Charles H. Thorne, Theodore W. Robinson, Emerson B. Tuttle, John W. Scott, John V. Farwell, Charles H. Wacker. Frederic A. Delano and Walter H. Wilson (not shown) were also present at this historic meeting.

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February, 1908. Its president, John V. Farwell, one of Chicago's foremost wholesale dry-goods merchants, in presenting the subject, said:

With the exception of Washington, American cities have grown and developed in a haphazard manner. American citizens have been too busy to think much of the present or the distant future. Their present has occupied too much of their time; in fact all of their time.

When Chicago, therefore, had taken up a plan to develop the whole city, the originators found the first obstacle to overcome was an inert mass of public sentiment. The Commercial Club recognized this fact when, in December, 1894, the year after the closing of the World's Fair, it chose as a subject of one of its meetings, "What Shall be Done with the Lake Front?" At this time Mr. Burnham first presented to the club and to the citizens of Chicago the idea of connecting Grant Park with Jackson Park. Later The Merchants' Club also discussed the same subject. Due to the energy of The Merchants' Club before the two clubs were united, it induced Mr. Burnham to make a comprehensive plan for all Chicago toward which the city could build in successive years as they saw fit to do with the money and the means at their command. Now this work which was begotten by The Commercial Club, but born of The Merchants' Club, has been nurtured and developed and completed by the new Commercial Club.

The very foundation and aim of the whole idea is to develop the enduring prosperity of Chicago and, in order to do that, all the elements which go to make up a great city must be considered, just as all exalted characters must be well-rounded men — men who are developed on all sides of their character, physically, mentally, morally, and spiritually — and so great cities, if they wish to be great, must be developed on all sides, must

develop their commerce, their beauty, and their morals. This Plan means all that to Chicago and if the Plan is carried out, it will give us a city in which the people and in which everybody will desire to live.

During the eighteen months' study on this Plan, we have had in mind all of the time the question of what is the best thing for Chicago fifty or one hundred years hence. We have not tried to prepare a plan for today or for tomorrow or for ourselves. We have not tried to solve the problem of Chicago from that point of view.

Mr. Farwell then introduced Charles D. Norton, the chairman of the Plan Committee, who recited the history of the entire Plan movement. In the course of his remarks, he said:

Our nearly three hundred conferences have included the governor, the mayor, almost all of the aldermen, the park commissioners, army and navy engineers, railroad and traction engineers and officials, harbor and drainage experts, property owners' associations, committees from The Chicago Association of Commerce, newspaper men, members of the State Legislature, congressmen and many others. From one and all we have received hearty co-operation. Five bills passed the Illinois Legislature affecting the Plan.

The city plan is a business proposition and it should be developed under the direction and control of business men. Our political administrations, whether city, county, or state, are subject to frequent changes of personnel and of policy. In Cook County today there are nine independent taxing bodies besides the federal government, making plans, issuing bonds and spending money independently of one another. Occasionally they are antagonistic to one another, but every one of these taxing bodies must and does bow before the central and final authority

—the public itself. A permanent body representative of the entire city like this club must continue to father this work.

In this Plan work we are compelled to realize that a decade is a short time in the life of a city. A well-managed railroad is but carrying out today the plans which were laid five or ten or more years ago. It is unreasonable to expect them to change their plans in a moment or indeed to change them at all until it is in a broad way to their financial and economic interest to do so.

We have considered every proposition that has been before us with an open mind. Absolutely nobody has had an axe to grind. The fact is that with the committees and all the associations and officials, the idea has been that in making a Plan of Chicago, any one man's real estate proposition or railroad proposition or some other individual proposition should give way to the interests of the town and to the future development of the town. We have had just one desire and that is to create a Plan for Chicago. Such a plan for the commercial and physical development of Chicago should be so logical as a business proposition and so attractive in appearance as to appeal both to the business judgment and to the civic pride of this community.

Every one of the nearly three hundred conferences of this committee was held in the office of Mr. Burnham, with him present, and with the cooperation of the best experts that could be employed in the United States of America. The best young Americans of recent years who have gone to Paris and studied under men like Henard, Geradet, Parelin, Laboux, and other professors of the Ecole des Beaux-Arts, were employed by The Commercial Club committee on the Plan.

When Mr. Norton finished his report at this memorable dinner and presented Mr. Burnham, who ex-

plained the Plan in detail to the members of the club, Mr. Norton said:

The man who could assemble such a working course, the man who could persuade Mr. Jules Guérin to come out from New York and abandon the work he was doing, is just the one man who is better fitted to draw a plan for us than any other man in the whole United States —Daniel Hudson Burnham. To work with him as we have has been one of the finest experiences in life. We have had a battle of wits there and our judgments have clashed many times. He has listened to everything and everybody and he has been willing to concede everything except the essentials, and the essentials are in our Plan.

During the work on the Plan of Chicago, working quarters were contributed by Mr. Burnham. First among the expert technical men engaged and placed under his supervision was Edward H. Bennett, whose special training on city planning in the Beaux-Arts of Paris, coupled with his aptness for the Chicago work, made him at once Burnham's right-hand aid. Jules Guérin, the celebrated artist of two continents, was employed for color work on special designs. Walter L. Fisher, eminent attorney, afterward Secretary of the Interior under President Taft, prepared the legal opinion on procedure and Charles Moore, secretary of the Washington, D. C., Planning Commission, was employed on drafting the report of the experts. This report was embodied in a splendid volume, with the drawings and paintings, for public distribution. This is said to be the most splendid report on city planning ever published.

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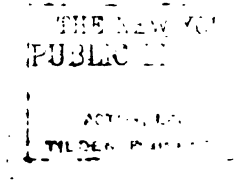
Paris. From an aeroplane, taken during the Great War. The world's most beautiful and conveniently planned city. The grand boulevards — on the right the Rue Montmartre. Foreground keystone-shaped building is the bourse, the stock exchange of Paris. Parallel to the bourse is the Rue du Quatre Septembre.



Mr. Moore's identification with this work is a reminder of the flight of time and the passing of great men. Of the Washington Commission of five members, he, as secretary, alone remains. The others—Senator McMillan, of Michigan, who secured its appointment in Congress; Stanford White, the great New York architect; St. Gaudens, the nation's foremost sculptor; and Mr. Burnham—all have laid aside the mantle of their great genius at the call of the Great Master.

No estimate of value can be put upon the services of the business men in this work. These were men of large affairs who could and did bring to it the accumulated wisdom of their vast private interests and their general and peculiar knowledge of the city's geography, resources, possibilities, and needs.

The first meeting of the general committee was on April 30, 1908, and the last before the publication of the Plan report was held June 14, 1909. The interval of slightly more than a year between the Norton report and the adoption of Mr. Burnham's Plan by the members of The Commercial Club witnessed the completion of the last detail on the Plan and its publication and distribution. Finances were arranged, The Commercial Club putting up all of the money; special state legislation was had, and the idea for the appointment of a special city commission to take up and continue the work was approved. Meanwhile, as the work of the committee developed with increasing importance, Mr. Norton removed to Washington, D. C., and the need for a recognized leader of large executive prowess became plain. Again, as in the city's good fortune in possessing Mr.

Burnham, the right man was found in the very councils of the Plan proponents. He was Charles H. Wacker, who had served as vice-chairman with Mr. Norton from the very inception of the Plan movement. He it was who accepted the arduous and exacting post of general chairman of the committee upon the urgent and unanimous plea of his colleagues. It was shortly thereafter, as the work was nearing completion under Wacker's enterprising direction, that the question of a permanent city commission was brought up.

Next to the Plan itself, the most important thing, it was recognized, was to put it across. All agreed that the Plan Committee of The Commercial Club, which for more than a year had given bountifully of its time, could not be expected to continue to do so; also that a different organization, backed by the city and representative of its entire citizenry, was essential to the success of the Plan.

To Clyde M. Carr fell the distinction of suggesting such a commission, which he did on April 26, 1909. It has since become clear that no more important contribution was made to the entire Plan work than this suggestion.

Chairman Wacker agreed to see the mayor about the matter. Again Chicago was fortunate in having at that particular moment a mayor like Fred A. Busse. He was big, broad, and receptive to Wacker's proposal.

Meanwhile the Plan was rapidly becoming known. The Chicago Association of Commerce had reviewed and approved it. Many meetings were held with civic and public bodies. Boston, Cincinnati, and St. Louis

sent their business leaders to confer with the Plan Committee and leading magazines began taking it up.

October 30, 1909, Mr. Wacker reported that arrangements had been made for the appointment by the mayor, at the request of the City Council, of a permanent body to be known as the Chicago Plan Commission.

Wacker's report was heralded with great delight, especially when it became known that a condition upon which the mayor agreed to appoint the commission was that Wacker should head it as the permanent chairman. Then it was that, rallied by Burnham, his colleagues extended to him thanks and their warm admiration for his meritorious service and personal sacrifice to the public.

Little did the committee understand what both would amount to in the years that were to follow. A prominent leader of The Commercial Club in the Plan movement from the start, said to me as late as 1915, "When history is written and credit is meted out, the major part of the credit for realization of the Plan will ever go to Wacker."

As chairman of the Plan Commission from its inception, respected and relied upon by the entire city almost to a point of veneration, and known throughout the nation for his unusual work and accomplishment, Wacker, down through the years of changing conditions and three city administrations of different political faiths, has remained steadfast, preaching the gospel of humanity and good order, solid as the Rock of Gibraltar, far-seeing, tactful, forceful; and energetically carrying the principal part of the burden through discourage-

ments, setbacks, and seeming hopelessness that would try the courage and patience of the most stout-hearted. Optimistically he has forged ahead when others would lag.

Wacker's personal sacrifices of time, health, and money have been tremendous. His leadership has been unexcelled and his success unbelievable. A Commercial Club member at a meeting of the old committee in 1915, said: "More has been accomplished under Wacker's leadership in six years than was thought possible could be attained in fifteen."

The Plan of Chicago and Charles H. Wacker are synonymous. Perish the day when either shall fall. Somebody really ought to write a biography of Mr. Wacker. It would fairly bristle with his acts for the public good. I have merely fixed his identity with the Plan of Chicago. A complete *résumé* of his public activities would designate him as Chicago's most useful citizen.

Wisely it was ordained on the appointment of the Plan Commission, November 9, 1909, that The Commercial Club should continue its Plan Committee under the executive control of Edward B. Butler. The cooperation of this committee, its sympathetic encouragement and financial assistance have been a great aid to the commission.

Others who were conspicuously active as members of the original general committees on the Plan of Chicago of The Merchants' Club and The Commercial Club are such prominent men as: David R. Forgan, Adolphus C. Bartlett, Clyde M. Carr, John V. Farwell, Joy Morton,

Charles H. Thorne, Charles L. Hutchinson, and Rollin A. Keyes. So important is this far-reaching service of the members of The Commercial Club that a full list of its distinguished personnel — the men who with large public spirit financed the Plan work by their donations, or who served with fidelity on numerous sub-committees — in order that it may have standing recognition — is reproduced in chapter fifteen.

The unique and remarkable organization of the Plan Commission, the material assistance of The Commercial Club, and the results so far accomplished on the Plan have been covered in other chapters.

A great boon to the commission was the appointment at the start of Frank I. Bennett as vice-chairman. Wacker has always recognized Bennett's service as of the most far-reaching worth and character. Bennett, a political leader, a lawyer by training, versed in procedure as are few men through long years of public service in high city positions, brought to the commission wisdom, dignity, and guidance of extraordinary value.

Thus it is seen that half a dozen leading Chicago business men were in some degree or other the originators of the Chicago Plan idea. MacVeagh, Burnham, Norton, Delano, Wacker, Butler — each in different ways and at different times played an important part in creating and fostering the idea for a great comprehensive plan for the making of Chicago into a city of attractiveness, convenience, and healthfulness.

Wilson, Farwell, and Carr, in their respective official capacities in the two clubs, were effective in their aid of the movement. All were actuated by the highest

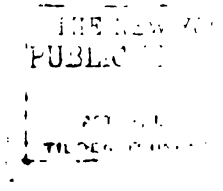
civic motives for the common good of the city in the betterment of its people.

The zeal and executive genius of Norton, aided by the original suggestions and wise counsel of Delano, were conspicuously noteworthy. These two men accomplished the lion's share of early and effective propaganda. Butler, in his ardent friendship for Burnham, was a constant Plan advocate and an equally exhilarating stimulus to the great architect.

But the two lasting outstanding figures — resourceful, inspiring, each in his special province indispensable — were Burnham and Wacker. To these stalwarts of civic advance Chicago owes its Plan and its realization. Burnham, the maker, and Wacker, the promoter, are the names and functions to which Chicago owes its great Plan achievements. Inseparably interlinked, their personalities will go down the avenues of time into the pages of history of city makers and builders. This estimate of Wacker's services and sacrifices for his city was emphasized in a resolution of appreciation tendered to him by John G. Shedd at a meeting extraordinary of the Plan Commission late in 1918. Mr. Shedd, one of the most useful and enthusiastic supporters of the commission's work, on past occasion two or three times had given expression to the chairman's forceful, effective, and sacrificial leadership.

These are the facts made public for the first time which show the influences harking down from the World's Fair which finally set in motion the machinery for a comprehensive city-wide Chicago Plan. They are recorded here to show that out of these several in-

Baron Georges Eugene Haussmann, rebuilder of Paris, the greatest city planner of all times.



fluences there grew a spirit of cooperation which is enabling Chicago to achieve its destiny — the most beautiful city in the nation, if not the largest city in the world. These facts are shown to give inspiration to others who, in other cities, may have grown discouraged along the pathway of city planning endeavor or who desire to make a start but cannot perceive the manner in which it should be made to insure success.

Modern-day city planning is a business proposition. The future of the American city is a trust in the hands of its public-spirited captains of industry. To these the people must look for the fulfillment of their highest welfare if that estate is to be effectively and quickly realized.

The Plan of Chicago itself is of the greatest interest. Taken in connection with Chicago's physical layout and strategic geographic location, it is almost dramatic.

Chicago, bound by Lake Michigan on the east, spreads from the lake in the shape of a huge fan, level and interlaced with railroad tracks. So flat is it, and so low it was in 1857, that a considerable portion of what is now the central section had to be raised from twelve to fifteen feet to give the city proper drainage.

Chicago, like Petrograd, is literally a raised city — the difference being, as a certain vivid mind put it, Petrograd was built on piling and Chicago was jacked up from a swamp.

Gurdon S. Hubbard, one of Chicago's early white settlers, states that when he made his first trips in an open canoe from Mackinac on expeditions to trade with the Indians for skins and other commodities, it was

necessary, when Chicago was reached, to transport the canoes and their stock by hand over a large tract of low marsh which intervened between the banks of the lake and the high land on the way to the Illinois River.

It is also a matter of historical record that in the early days, when Chicago was a mere village, the mud was so deep in the main streets, now the Loop section, that signs were frequently posted, reading, "No bottom here."

Occasionally, even today, during heavy rainfalls, water backs up in the mains and floods the basements of downtown buildings.

The plainlike surface of Chicago reduces the physical problem of city planning to the minimum. No such hardships confront the city planner as exist in a hilly city like Seattle, or a city of surface rock, like parts of New York.

Chicago's problems are chiefly those of rapid growth and haphazard development, due to the lack of proper planning at an early time. In this it is quite comparable to London, where a single central street improvement a mile in length and one hundred feet wide cost the British capital thirty million dollars.

Chicago has been termed a "haphazard group of overgrown villages." This, while a bit extravagant, is almost literally true. As the city grew and spread out over a vast area, budding centers and small towns were assimilated without systematic street connections.

The streets of the main city were laid out, apparently without any particular reason, sixty-six feet wide—the width of a country road from time immemorial. A few streets are eighty feet wide and a very few boule-

vards are one hundred feet wide. Splendid Michigan Avenue, the widest thoroughfare, for the distance of one mile skirting Grant Park in the city's center, is one hundred and thirty feet wide.

The main scheme of the city's streets is the right angle or what is commonly termed the "checker-board" plan —good for a small city but despairingly inadequate for a great city.

Diagonal or "cut across lots," time-saving thoroughfares so essential to the transit of a city of millions are few in number.

The number of thriving, outlying business centers is unusually large. Although these are widely distributed, covering all sections, the major business and transportation of the city centers in the central section known as the Loop, which, in extent of intensive development, covers about one-quarter of a square mile.

Business has been shamefully—almost criminally—allowed to encroach upon the finer residential sections. So flagrant has this practice become that lots for business purposes on one of the finest boulevards in a "smart" section have sold as high as one thousand dollars a front foot, seven miles from the corner of State and Madison streets, the heart of Chicago.

Within a few paces of this central intersection, a lot for the erection of a mammoth department store was sold in 1904 at twenty-five thousand dollars a front foot. At the same time, one mile due west from that point, one could scarcely "give property away" at three hundred dollars the front foot.

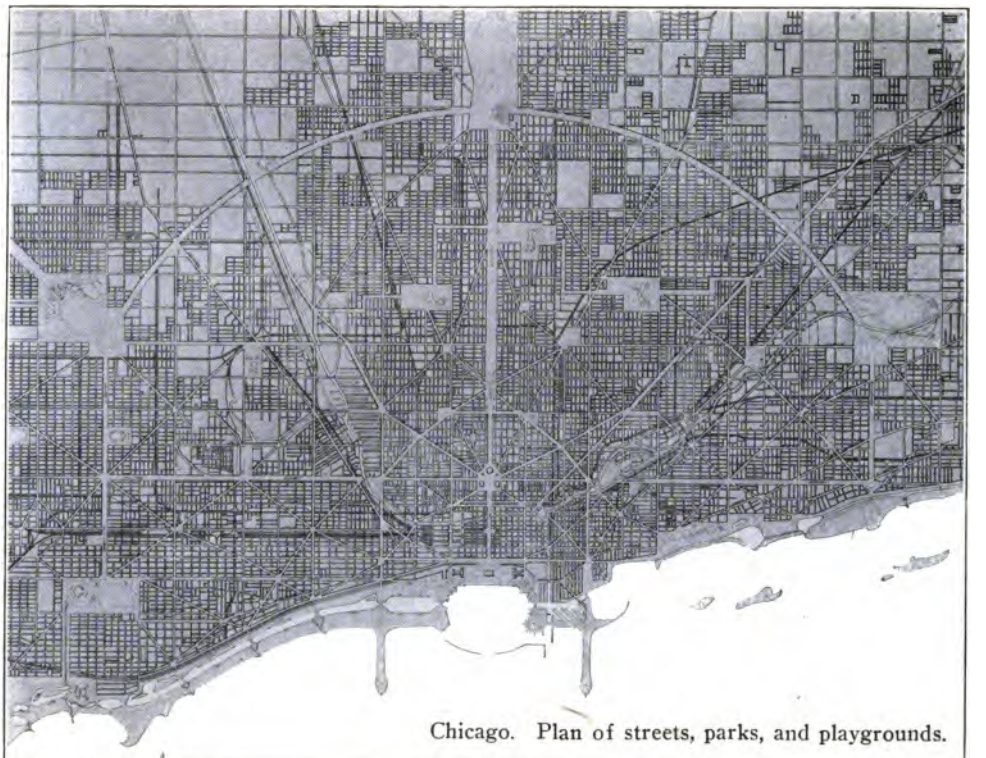
Whole sections which only a few years ago were built

up with palatial homes of the wealthy have become the rendezvous of business and industry.

This transformation of property in large cities is, under any circumstances, more or less inevitable; but it is grossly extravagant and uneconomic. Such wholesale slaughter of values, although restored in transfer to other usage, has no economic advantage. The remedy for this and nearly every other form of property abuse lies in the establishment of a proper zoning system. American cities are slow to realize that the proper building of cities rests upon a feasible and orderly plan for the distribution of business, industrial, and residential sections. The establishment and maintenance of building lines—a common matter of abuse under the lack of a zoning system—would also be regulated by such a measure. Enormous property loss would thus be saved and the city's attractiveness materially enhanced and made permanent.

The loss through such methods as have been described would be looked upon as an economic crime of the first magnitude by European cities where the reverse policy is practiced.

In Europe the tenements or poorly developed districts in the large cities are frequently turned into centers of intensive development; or better still are taken over for parks. This was notably the case in Paris where, a few years ago, the French capital purchased from the government the old fortification site, which constituted an inner belt of tenements, at a cost of twenty million dollars. This newly acquired acreage was added to the city's park area. About four thousand acres was thus



Chicago. Plan of streets, parks, and playgrounds.

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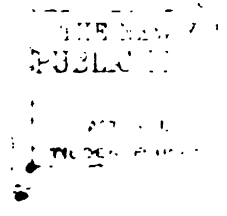


transformed from a district of wretched hovels into a beauty tract of health-giving breathing space where it was most needed.

The thickly scattered small and beautiful central parks, squares, and open spaces of the European cities, interlinked with spacious, wooded avenues, give to them their deserved fame for beauty and convenience.

The large number of diagonal thoroughfares there also have their advantage other than rapid and convenient transportation. The small triangles of property left at the intersections contain beautiful statues or fountains, making the city a veritable art gallery of interest and inspiration to the passing multitudes.

In the United States, for these attractions, one must betake himself to the parks, beautiful of themselves and requiring no additional embellishment of statues of the past's great.

In the Old-World cities, it is discovered, too, that the property of desirable size at the intersections of diagonal streets is ideal for monumental buildings — useful to a high degree and artistic beyond possibility in shut-in places.

Added to Chicago's misfortunes in not planning early enough, big enough, and according to a scientific plan, the railways were allowed to encroach upon the city's center until thirty-five per cent of the entire central section is occupied with approach and switch tracks and terminals — both freight and passenger.

What a situation of disorder, confusion, and consequent inconvenience and poor development this has caused, although indescribable, can be somewhat im-

agined, when it is known that there are twenty-seven trunk lines of railways terminating in Chicago; that whole sections a mile long and half a mile wide, a stone's throw from the city's business hub, have been blotted out by railway occupancy; that, of the city's nineteen platted east and west and north and south streets, only eleven traverse the center, the others having been blocked or cut off by the railway tracks; then it will be realized what a menace the "roads" have been to the proper physical development of the city. No such situation obtains in any other city in the world. It is equally true and of advantage that no such railway center exists elsewhere in the world.

It is almost impossible to push the improvement of any of the main street plans of the Plan of Chicago without encountering almost insurmountable obstacles and objections on the part of the railway property or ownership.

This situation of the railways has no advantage either to the roads' owners or the public that could not be had and multiplied under a readjustment of their location. It has, on the other hand, disadvantage to the welfare of the city of incalculable magnitude.

The situation is a natural one in a city which has grown with kaleidoscopic and Titanic strides as Chicago has.

Criticism of what *is* cannot so much obtain as condemnation for what *is not*. The railways have had their day of easy resistance and it has been a great day for both private and public interests. The railways with their long reaching tentacles and colossal business have

made Chicago. All credit must be given that fact and their part in the wonderful achievement. Now, however, when the city cries for relief from their hemming in, when it points out through its great Plan a newer and better way for both, the roads should hear that cry and make haste to comply with its demands. If this is done not too slowly, this seeming hardship to them, to begin with, will turn out to be a blessing in disguise.

Hope for the deplorable railway terminal situation in Chicago was expressed in a statement by William G. McAdoo, ex-Secretary of the Treasury, and ex-Director General of Railroads, when he arrived in Chicago on August 7, 1918, to make an inspection of the terminal situation. The director general was reported in the public press to have declared himself at that time in the following language:

Not because I happen to have had the experience of being delayed an interminable time at an open drawbridge on the way to my hotel, but because of my acquaintance with Chicago, one of the city's most vital problems is readjustment of its network of scattered railroad terminals. Such a readjustment, would literally open the throttle for the maximum development of this wonderful city.

The diversity of railroad lines has laid down certain bans, it cannot be denied, which now do hamper and interfere with the proper development which this energetic city is all but bursting to make.

Chicago must have centralized terminals if it is going to have adequate room for its civic life to breathe.

We are going to do all we can to aid the people of Chicago in having railroad service which will most benefit all of them in every way.

Ex-Secretary McAdoo showed familiarity with the plans tentatively outlined by the Chicago Railway Terminal Commission. The report stated:

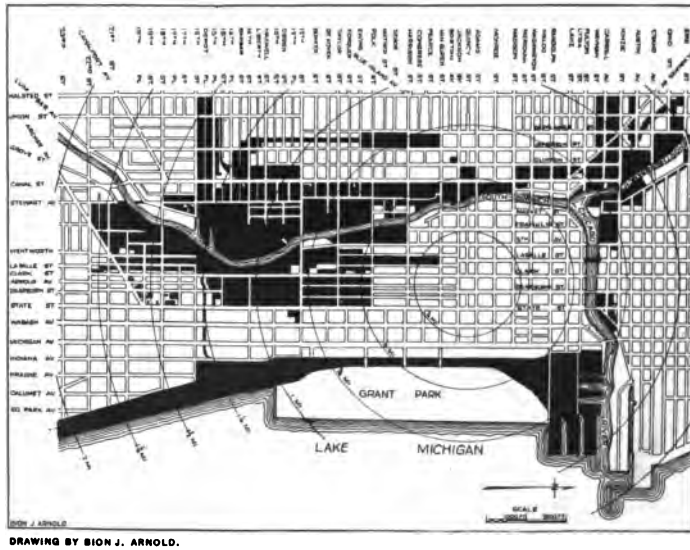
It is known, that he opposed congressional action in putting a limit of twenty-eight months on governmental control after the war—a stipulation written in the law by which the railroads were taken over. He did it in order that just such corrections as are contemplated for Chicago might be worked out by the government even if the roads later must again be surrendered to private ownership.

Mr. McAdoo was reported on that subject:

Of course the future fate of the railroads is in the hands of the people, but if the government could assuredly carry out any unification plans here there would be little difficulty; and if the government could only make a beginning, with the probability of having to turn the railroads back to the private owners, it would require ages to bring about agreements which would allow such an improvement as Chicago needs, because the rights of each individual road would have to be safeguarded in such agreements.

Without regard to the final outcome of the question, "Who shall control the railroads in the future?" the ex-secretary's knowledge of the Chicago situation, as elsewhere throughout the country, should operate favorably in the matter of proper railroad development. Certainly the Great War showed more glaringly than any other factor could possibly do the woefully inadequate terminal facilities of the railroads. Even under the control of the government and the merging of all rail-

Chicago. Typical freight yards. Seventeen hundred switching engines alone are used in the freight and coach yards and forty thousand freight cars are daily handled, enough in a straight line to stretch from Chicago to Cincinnati.



DRAWING BY BION J. ARNOLD.

Chicago. Central district showing how one-third of this intensive business area is absorbed by railroad occupancy.

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road lines and facilities under that control, great hardships were entailed upon the people in coal and foodstuff shortage and manufacturing supplies, partly due to insufficient cars and inadequate terminal facilities.

The Plan of Chicago has for its prime object the making of a centralized city by a proper connecting street system. Its secondary objects, but of primary importance, are the readjustment of its railway facilities and the safeguarding of the public health through the acquisition of sufficient park area conveniently located for all the people.

Such a plan is at once highly practical and altogether desirable, and cannot work a hardship on any interest or class. In its wake there can follow only marked benefit and attractive and orderly development.

Commercially, city planning has to do with the regular arrangement of streets within the city. Its aim is to save time and effort in traffic between the various sections. Socially, city planning has to do with adequate provision for the public health. This is gained through the best location of parks and playgrounds and the opening to light and air of crowded housing districts.

A proper city plan is the foundation for all social and commercial advance. For people to remain healthy and happy, they must have proper houses in which to live. Adequate street facilities affect the housing problem, as people must be able to go quickly and easily to and from their homes and places of business.

The Plan of Chicago solves these vital problems of congestion, traffic, and public health. The completion of the Plan will do away with crowding in the city and

its streets and so promote the health and happiness of all. It will make traffic more convenient, and so make it easier and cheaper to carry on business. Thus the wealth of the city and of its people will increase more rapidly than would otherwise be possible. The Plan will give Chicago more and larger parks and playgrounds and better and lighter streets. Hence the whole people will be more healthy and better able to carry on the work of the great city.

Authorities who have studied city growth for years state that the movement of mankind toward cities has only started. They say that it is sure to continue with increasing force for many years to come. Other men of science have devoted their lives to study of the effect of city life upon humanity. They declare that the physical condition of city dwellers is rapidly declining in comparison with that of those who live in the country. Everyone realizes that city life is more intense and nerve straining than out-of-door country life. City life saps the energy of men and makes them less efficient. The remedy for this lies in providing increased means of open-air recreation, better sanitation in city houses, and more light and air in city streets.

The Plan of Chicago provides for complying with this imperative demand. It forms the foundation upon which proper recreation facilities may be supplied where they are essential. Sufficient park area in a great city is the thing most necessary next to convenient and orderly street arrangement. As the only means of avoiding civic disaster due to haphazard growth, Chicago has entered upon its big constructive task of carry-

ing out the Plan of Chicago. This general Plan with its two hundred miles of street improvements, its parks and playground sites, and its magnificent development of the shore of Lake Michigan, is fundamentally hygienic and humanitarian.

The Plan of Chicago provides for the easy movement of traffic by widening and extending existing streets, by cutting new ones, and by properly connecting all thoroughfares. It proposes also parks and playgrounds in each section of the city. It suggests a superb system of water-front parks, lagoons, driveways, harbors, and pleasure piers along the shore of Lake Michigan. It contains suggestions for the improvement of the Chicago River, especially along its banks. It provides for adequate transportation facilities, including the proper location of freight and passenger terminals and for the location of the west side post-office and other public buildings. The Plan of Chicago contemplates the creation of a five-mile course for rowing regattas, a course for international motor-boat races along the city's shore line between Grant and Jackson parks, and many large bathing beaches. Inland it proposes a vast system of good roads encircling and radiating from the city. These would give convenient access between the city and the magnificent system of outer parks or forest preserves being created just beyond the city limits on all sides.

Two other questions of large public importance are closely allied to the work of the Chicago Plan Commission. One is the question of proper housing of the people in the congested districts, and the other is that of dividing the city into districts. In one kind of district

only residences would be allowed, in another only factories and industries, and in a third only commerce and business. This is known as "zoning" or "districting" the city. To both these important questions the commission is giving thought and aid. It believes, however, that they deserve the exclusive attention of specially created organizations.

There is growing love for good order in our cities due to advance in city planning education. We all know that we would not allow today in our cities such conditions as we are told were usual in the days of our fathers. We may well believe, then, that the people of the future will not tolerate such conditions as surround us in our cities today.

We are learning new lessons in municipal economy, in hygiene, and in city government. We are learning that means and methods of time, labor, and health saving are valuable to a city. We are learning that attractive surroundings encourage good morals. We are learning more and more every day the things that are necessary to promote good conditions within cities. We are every day making larger demands upon the cities, and we realize that our responsibilities and duties as city dwellers grow greater and greater every day.

Municipal economy is of prime importance. Lack of good order and extravagance go hand in hand. These have been the rule of American cities everywhere.

The average citizen in America has been inclined in the past to take his duties as a citizen lightly. He was just as likely as not to stay away from the polls unless an important election was being held. The citizen who

fails to give his time and attention to the important duty of studying and voting in favor of worthy city planning projects does not deserve to enjoy the advantages such improvements hold out in his interests.

In Chicago, in the twenty-five years ending with 1906, more than two hundred and twenty-two million dollars were spent for extraordinary betterments and improvements. This colossal sum affords startling evidence of what might have been accomplished toward the realization of a plan such as is now being worked out had the city adopted an official plan a generation ago.

Similar examples apply in other cities. Nothing should so move the city dweller and the authorities to action for a scientific plan as do such simple facts.

How crestfallen and chagrined a man would be if he erected a twenty story building without a plan and no estimate of cost, if such a thing were possible, only to find, when it was finished, that he had an ungainly and unsafe building and that, for the money it cost him, he could have had a fine, permanent, and safe structure, if he had built according to the best plan.

This is exceedingly elementary, of course, but the greatest truths are demonstrated by elementary facts and the greatest wrongs are often cured by the simplest means. Such object lessons do not require overmuch elaboration. They require only application.

The park plans in the Plan of Chicago, in addition to reclaiming two thousand acres of submerged lands along the Lake Front, provide for interior parks and playgrounds and twenty-one thousand acres of forest preserves, half of which have been acquired.

The foundation of the street system is a quadrangle bounding a three mile square of the city's center. The four streets comprising it are being widened and otherwise improved to make a great "clearing house" for traffic around the heart of the city, instead of being forced to go through it. Another similar circuit is designed for the square a mile distant from the quadrangle, and diagonal streets are planned to converge in the civic center and on a central axis east and west. Other diagonal streets are planned for the convenient adjustment of crosstown traffic and for the proper connection of the outlying centers.

The railways, it is planned, shall be housed in three units instead of six as at present. The eastern roads, with the exception of the Pennsylvania, and the southern roads, are to terminate in the Illinois Central Station at Twelfth Street, on the Lake Front. A magnificent new station, sufficient for fifty years, is planned to care for these. The western roads, as well as the Pennsylvania from the East, will terminate in the splendid new west side station, ordinances for which already have been granted. Work on this terminal, at Canal Street and Jackson Boulevard, was held up on account of the war. The Northwestern road is to remain as the sole occupant of its fine new station two blocks to the north. Between these two terminals, where is handled sixty-two per cent of the city's mail, a two-block post-office site has been selected for a badly needed new central post-office. The purchase of this site was voted by the House, but the war sent the appropriation bill to the Senate wastebasket.

Charlottenburg, Germany, a suburb of Berlin, an excellent example of the value of diagonal streets in a large city.

London. Oxford Circus. London abounds in diagonal street centers.

started by the city before they are submitted to the Plan Commission for adjustment to the Plan of Chicago. Through this wise provision, proper planning of the city's future is made doubly sure.

Actual work on the Plan by the commission, since its appointment in 1909, includes a start by the city on a number of the most important projects. These are the carrying out of the entire inner quadrangle; one of the most important diagonal streets — Ogden Avenue — to connect Union Park on the west side with Lincoln Park on the north Lake Front; the widening of two principal west side streets; a start on the Lake Front plans; the purchasing of over twelve thousand acres of forest preserves by the County Commission; the selection of the west side post-office site; the erection of the Field Museum of Natural History on the downtown Lake Front; a start on the outer highway system to connect the forest preserves and the suburban towns with Chicago and Lake Michigan; the building of the west side railway terminals; and many other improvements such as bridge approaches and new bridges. Several lesser recommendations by the commission are either a matter of record or have been carried out. All of these improvements were either under way or far advanced in procedure in 1918. Different public bodies have had a part in the actual work.

In 1912 Daniel Hudson Burnham, father of the Plan of Chicago, died in Heidelburg, Germany, where he went to recover his health. He lived to witness only the initial steps in the execution of the plan for widening Twelfth Street, the first work on his plan. No suit-

able memorial of his name and work has yet been undertaken by the people of Chicago, upon whom he conferred so great a thing—the best of his remarkable genius—given in such form as will not only bless those of his own generation but will incalculably benefit the coming generation.

The greatest world workers are those who conceive, plan, and execute something of far-reaching importance to posterity.

Posterity may honor Burnham's life and name and so redeem the yet unpaid debt. That is often the way of the world. Perhaps it is best, too, that nothing has yet been done. The developments of time clarify perspective and kindle appreciation. When this happens Burnham will come into his own.

A suitable start in the right direction was made by the Plan Commission shortly after Burnham's death when it proposed that the great Lake Front park, between Grant and Jackson parks, should be named Burnham Park. Thus will the name of the great architect—creator of the Plan of Chicago, executant of the World's Columbian Exposition, world-renowned city planner—be forever linked with the names of two of the nation's most illustrious patriots whose greatest deeds, like his own, were for humanity and succeeding generations.

CHAPTER XV

AMERICA'S GREATEST CITY PLANNING BOARD — ITS WORK

CHICAGO is the best organized city in the United States.

The best description of the value of organization I have ever heard was uttered by Richard C. Hall, the third president of The Chicago Association of Commerce. Someone said to him, "Hall, what is your association doing?" Promptly came the reply, "Well, we are organized." What tremendous significance there is in that statement—"We are organized." Chicago's civic organizations do not merely WISH things—they DO things.

The Chicago Plan Commission, like certain other of Chicago's public welfare bodies, has no equal in the United States either in its form of organization or its accomplishments. This is recognized and understood throughout the nation wherever city planning is worthy of the name.

The effectiveness of an organization for the public good depends not so much upon its numbers as upon the form of its organization, the character of its personnel and especially upon its executive head and its executive committee. Every city has its Association of Commerce, but no organization of this character in the

United States has so unique and potent a formation as The Chicago Association of Commerce. Its great strength and the international reputation it enjoys are derived from the very remarkable manner in which it is organized and the way in which it conducts its work. The same is true of the Chicago Plan Commission. These two civic bodies are preeminently outstanding in the nation for their influence upon local and national problems — for the things they undertake to do and the way these are done.

Before all this, of course, was the appointment by the mayor of Chicago and the City Council, of the commission's membership, which numbered three hundred and twenty-eight citizens. Here is where the real genius and wisdom of organization was displayed. It was deduced that a plan for the whole city and all elements in it should be studied and promoted by a thoroughly representative body of the entire citizenry of the city. And so the Chicago Plan Commission was made up of the leaders in every walk of life — industrial, commercial, financial, educational, religious, and political; the executive heads of all the leading civic bodies; the heads of other governmental bodies; citizens of every section of the city; prominent men of all nationalities; leaders of thought and action, private and public, in the city's life; a score or more of the more active men in The Commercial Club; and, to start right at the very beginning so that the city authorities and the citizens would work together in unison and full comprehension of the Plan projects to be undertaken, the remainder of the commission's membership was made up of one alder-

man from each of the thirty-five wards and of the heads of the city departments, with the mayor acting as honorary president. It is clear at a glance that such an organization was eminently capable of determining what work should be undertaken, when to undertake it, and how to present it to all of the people for their approval.

Ex-Mayor Busse's address to the City Council when he appointed the Plan Commission was an extraordinary utterance. It will stand out in future years as the most important message ever delivered to the public by a Chicago mayor. In the decades to come the eyes of the nation will be riveted upon Chicago and its wonderful development according to its glorious Plan. The Chicago Plan will be talked about in the capitals of the civilized world just as all city planners and travelers in America now discuss the Paris Plan, and centuries before that, the work of Pericles, and centuries before that, the remarkable city building of the Babylonians. The destiny of Chicago is prophetic. The die is cast, the Chicago Plan Commission is at work, many of its great Plan projects have been begun. Neither war, nor pestilence, nor panic, nor time will efface what is started or prevent the ultimate fulfilment of what is proposed. City administrations will change; men of power will come and go; old Plan war-horses will fall by the wayside and new ones will take their places; delays will occur and setbacks will overtake the Plan; the people will become impatient and will grow discouraged; disagreements will take place and will be adjusted; faults will be found and remedied; the war and reconstruction period will cause hardships and delays; the world will

lift its head from the agonizing blood of its millions with new hope and courage in that day when cooperation and not strife will be the watchword of all peoples; and through all these the Plan of Chicago will continue to thread its way to its ultimate fulfilment. Then it will come to pass that Chicago will be known in the two hemispheres as the "wonder city."

Resolutely the people have stamped their approval upon the fundamental projects in their great Plan. What was once the "Burnham Plan," the "Commercial Club Plan" and the "Wacker Plan Commission Plan," the citizens of Chicago now know is THEIR Plan and all the world knows that what the people of Chicago WANT done WILL be done. Ex-Mayor Busse said to the Plan Commission and through it to the citizens of Chicago:

If Chicago is to become, as we all believe, the greatest and most attractive city of the continent, its development should be guided along certain definite and prearranged lines. The Plan of Chicago is a basis; it is not a hard and fast plan; it is to be developed in whole or in part as the best judgment of the community may determine. It is not a scheme for spending untold millions but, on the contrary, in the course of years it will pay for itself by spending the money which must be spent anyway for improvements, but spending it in accordance with a scientific plan. It fits in, with all the plans of the various public bodies and utilities. It is not an artist's dream or the project of theoretical city beautifiers who have lost sight of everyday affairs and who have forgotten the needs of the people. The artistic has been blended with the hygienic, the industrial and the commercial, along lines which promise the best results at the least expenditure of time, effort, and money. The sooner comprehen-

sive planning and building are undertaken, the more quickly will results be accomplished and the less they will cost. The Plan of Chicago represents the best effort of the best city planning talent in America supplemented by the concentrated judgment of practical business men. To secure stability in the chairmanship of the Plan Commission and to keep it unaffected by the frequent changes among the holders of public office as well as to recognize tireless and patriotic devotion to Chicago I have named as chairman Charles H. Wacker, a leader in the Plan movement, who is a member of The Commercial Club.

Three days after ex-Mayor Busse's address, on November 4, 1909, the first meeting of the Chicago Plan Commission was held in the City Council Chamber. A big and enthusiastic number of the commissioners were present to plan the first step and to listen to Chairman Wacker say:

The duty which has been imposed upon us is to take up this question to the end that the whole city and all elements in it may be fully informed as to what is contemplated in this plan for the future. The Plan to be adopted by this commission must be as much for the benefit of the great west side as for the north side or the south side. It must comprehend the needs of every district and every locality from Jefferson to West Pullman and from Hegewisch to Rogers Park. If we, during the coming years, should expend no more on civic improvements than we have done in the past, but if we make each year's work fit into the Plan as part thereof, we shall finally have a city as famous for its beauty as it now is for its grit and energy. We must take the people fully into our confidence. We must offer them a feasible and practical plan. We must explain just what we propose doing and how it can be done. We must prove to

Stockholm. European cities know the great value of time-saving diagonal streets.

Paris. The Place de la Concorde. This square is one of the great circulatory centers placed on the grand axis of the city (the Champs-Élysées) and the circuit of the Grand Boulevard.

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our fellow-citizens that a good plan systematically and carefully carried out will be a commercial asset of great value and will make our city more habitable, more comfortable and healthier for ourselves and for our children. As soon as the citizens of Chicago realize the full importance of these advantages we may safely leave it to them to provide ways and means for carrying out the Plan in its full scope.

The Chicago Plan Commission, as constituted, is guided in many of its activities by suggestions from its executive committee which has twenty-six members and of which the chairman of the commission is the head. All the important policies of the commission are discussed at the meetings of the executive committee and at its sessions are reached the decisions which affect and guide the progress of the work of city planning. It is the policy of the commission, in considering the various phases of its work in relation to the completed plan of the future city, to have ample discussion at its sessions on all subjects with which it deals. Its members being drawn from all parts of the city and representing all the great divisions of trade, manufacturing, commerce, and professional effort which encompass Chicago's greatness, the commission is proving a great "melting pot" of ideas of civic advance. It is a great deliberative body whose policies, once decided, can be relied upon as the right ones because they represent the essential of the vital elements which combine to produce the all-conquering Chicago spirit.

During the eight years of its existence up to the close of 1918, the commission had held eighteen meetings and

its executive committee forty-two meetings. The work mapped out and adopted at these was prodigious and obviated the necessity of more frequent sessions. Its last meeting was one of the most representative and enthusiastic in its entire history.

The Plan Commission believes in working, not meeting; in action, not talking. It never has had a talkfest; it does not indulge in jollifications; its meetings are few but deliberative and serious. It studies, considers, determines, and it relies upon its officers to negotiate its recommendations with the city authorities and the public. This requires months, sometimes years, on a single project; but the commission holds together with extraordinary fidelity and devotion to its mission, which it has come to know as one of time, trust, and patience. It realizes that the "hit and run" practice of certain baseball players will not avail; but in the waiting game practiced by others it sees the sure road to accomplishment, and it neither falters nor allows itself to become fussy, but with quiet determination it plans a sure strike where and when it will be the most effective and it follows up this practice. The members of the Plan Commission have sensed the forceful resistance and absolute determination and faith of their chairman, and they deny him nothing of their support, cooperation, and encouragement.

The offices of the commission are not sumptuous and its working staff is not large, as might easily be imagined. Its consulting architect, Edward H. Bennett, occupies a sky studio on the roof of a twenty story building on Michigan Avenue where, aided by a bird's-

eye view of the city, he, with his staff, carries on the technical work of the commission. The promotional headquarters are situated in the Hotel Sherman across the street from the City Hall, in close touch with the city's business. As an evidence of the cooperation of the people of Chicago with the commission and bearing on its work, no better example is afforded than that of the patriotic, public-spirited proprietors of the Hotel Sherman, who have for years provided the commission with practically free permanent working quarters in its splendid hostelry.

The successful efforts of the Chicago Plan Commission reflect the financial backing of public-spirited citizens plus such assistance as the city could render. The Commercial Club members have subscribed $303,100.00 in promoting the Plan of Chicago. The city's entire appropriation to the Plan Commission, in contrast with that sum, has been $99,190.22.

The Commercial Club subscribed $85,000 for original work on the Plan. This sum was for the actual creation of a technical plan and for the publication of the club's magnificent Plan report. When the commission was appointed by the City Council and authorized to study and promote the Plan of Chicago, it was given for that purpose only $5,000. Prior to its appointment little had been done to educate the public. Its appointment caused The Commercial Club members to realize the need of the establishment of a commission headquarters organized to promote properly the Plan and it again went down into its pockets for a further contribution of $95,000. The club also appropriated $10,000

per annum for five and one-quarter years for the maintenance of a technical staff. Subsequently the city has appropriated sums averaging $15,000 per annum for the entire six years. At the end of the fourth year, the commission's funds being exhausted, The Commercial Club members subscribed $43,000 for another two years' work. Late in 1918, the commission again being without funds, The Commercial Club subscribed an additional $30,000.

The total appropriations of the city have amounted, in the aggregate, to only what the Plan Commission has expended for technical service. No funds whatever have been had at any time from the city for promotional or educational work.

Distinguished Chicagoans and members of The Commercial Club of Chicago, who served on special plan committees, and who made the work of the Plan Commission possible by their personal financial contributions to public service were: Arthur T. Aldis; J. Ogden Armour; Frank H. Armstrong; Sewell L. Avery; Edward E. Ayer; Alfred L. Baker; Edgar A. Bancroft; Adolphus C. Bartlett; J. Harley Bradley; William L. Brown; Eugene J. Buffington; Leonard A. Busby; Edward B. Butler; H. M. Byllesby; Augustus A. Carpenter; Benjamin Carpenter; Clyde M. Carr; Edward F. Carry; Leslie Carter (deceased); William J. Chalmers; William E. Clow; Charles H. Conover (deceased); Charles R. Corwith (deceased); Alfred Cowles; Rensselaer W. Cox; Charles R. Crane; R. T. Crane; Joseph M. Cudahy; J. J. Dau; Charles G. Dawes; Rufus C. Dawes; Frederic A. Delano; Albert B. Dick; Thomas E. Donnelley;

Albert J. Earling; Bernard A. Eckhart; Howard Elting; Francis C. Farwell; Granger Farwell; John V. Farwell; Henry B. Favill (deceased); Samuel A. Felton; Louis A. Ferguson; Stanley Field; Edwin G. Foreman; David R. Forgan; James B. Forgan; William A. Fuller; W. A. Gardner; John J. Glessner; Richard C. Hall; Ernest A. Hamill; Albert W. Harris; James O. Heyworth; Harlow N. Higinbotham; Hale Holden; James L. Houghteling (deceased); Marvin Hughitt; E. D. Hulbert; Charles H. Hulburd; Edward N. Hurley; Charles L. Hutchinson; Samuel Insull; Frank H. Jones; David B. Jones; Chauncey Keep; Rollin A. Keyes; Robert P. Lamont; Victor F. Lawson; Thies J. Lefens (deceased); Robert T. Lincoln; Hugh J. McBirney; Alexander A. McCormick; Cyrus H. McCormick; Harold F. McCormick; Medell McCormick; Hiram R. McCullough; Donald R. McLennan; Franklin MacVeagh; Clayton Mark; C. H. Markham; Arthur Meeker; George Merryweather; John J. Mitchell; Joy Morton; Mark Morton; Charles D. Norton; LaVerne W. Noyes; Joseph E. Otis; Clarence S. Pellet; Charles Piez; John T. Pirie; Allen B. Pond; Edwin A. Potter; H. H. Porter; Alexander H. Revell; George M. Reynolds; Harrison B. Riley; Edward P. Ripley; Theodore W. Robinson; Julius Rosenwald; Martin A. Ryerson; John W. Scott; John G. Shedd; James Simpson; Louis A. Seeberger; Byron L. Smith (deceased); Solomon A. Smith; Walter Byron Smith; J. A. Spoor; Albert A. Sprague (deceased); Albert A. Sprague, II; Homer A. Stillwell (deceased); Charles L. Strobel; Bernard E. Sunny; Edward F. Swift; Louis F. Swift; Charles H. Thorne; Robert J. Thorne;

Frederick W. Upham; Charles H. Wacker; Ezra J. Warner; Frank O. Wetmore; Arthur D. Wheeler (deceased); Harry A. Wheeler; John E. Wilder; Oliver T. Wilson; Walter H. Wilson; and Wallace C. Winter.

The educational propaganda of the Chicago Plan Commission is far-reaching. Plan accomplishments have included textbooks, pamphlets, illustrated lectures, moving pictures, and other necessary paraphernalia. The Chicago press has been the greatest single contributor to publicity and the most effective, but this invaluable support could not long have been sustained without basic merit in Plan procedure or meritorious performance by the commission itself.

Chicago's work on its Plan under way in 1918 will culminate in construction projects which when complete will amount to $150,000,000. No Chicagoan who knows has any doubt of the wisdom of the expenditure of money for these results. This large sum represents only the initial cost of park, street transportation, bridge, pleasure pier, and public building projects. It does not include anything for the rehabilitation of private properties affected by these public improvements, which certainly will be an enormous item. Besides, other vast improvement projects in an incipient stage are not included in these figures.

An event of historical interest and importance occurred on the evening of January 8, 1910, of great worth in promoting the work of the newly appointed Plan Commission. On that date The Commercial Club of Chicago gave a dinner in honor of the commission. The general subject of the meeting was, "The Presenta-

tion of the Plan of Chicago." Speaking on this subject, Theodore W. Robinson, president of The Commercial Club, in his introductory remarks, said:

This meeting is to commemorate the presentation by The Commercial Club of the Plan of Chicago to the citizens of Chicago. The Plan is Chicago's message to the world that the indomitable energy that builded Chicago in a generation is still our energy, that the genius that created the unrivaled beauty of the world's greatest fair is still our genius and, above all, that the spirit that has made progress the symbol of our commercial life has stamped "I Will" upon the progress of our civic life.

Other remarkable statements made at this dinner will live in history. "The Broader Aspects of City Planning" was discussed by Charles D. Norton:

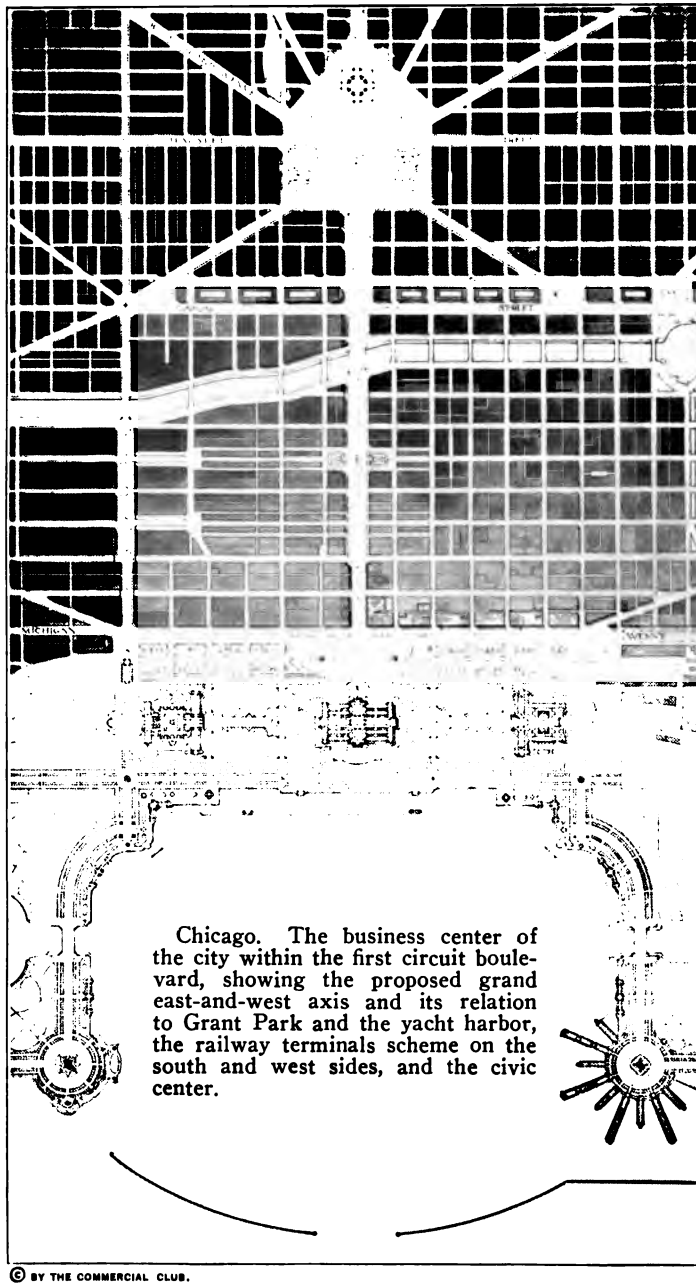
Chicago is far closer in spirit to the great territory which it dominates than is Paris or London or New York. Every conceivable geographical area has its metropolis or capital and, of that territory bound on the east by the Appalachian and on the west by the Rocky Mountains, Chicago is more truly a capital than she ever has been. What Chicago plans and executes will determine to what extent the comfort, pleasure, and pride of our mighty inland empire shall be satisfied. A hundred million of people will look to this city as their capital, their center in which to trade, to hear music, to see pictures, to enjoy themselves. This places a high responsibility upon the men who control public and private business in Chicago. They have instinctively recognized that responsibility from the date of the first settlement here. This dinner marks a great event in our civic history, for the responsibility for the development of the Plan of Chicago passes tonight literally into the hands of the city of

Chicago. The Chicago Plan Commission, in the truest and best sense, represents the people of this city. Public confidence must be secured ward by ward, street by street. The people must be shown what the Plan of Chicago means to them so that there may be had an irresistible public opinion behind this great movement. Upon recognition of this great opportunity depends to a large extent the respect and regard not merely of the citizens of Chicago but of the millions of the Mississippi Valley who are thus being directly served. The commission should not be bound in its vision of what it may accomplish by anything which has been accomplished in the past. The Plan of Chicago offers a closely reasoned, carefully studied, well-balanced solution which provides generously alike for all of the community.

A more statesman-like utterance would be hard to find, and it would be difficult to imagine how any city could adopt a better gospel for a city planning platform than is contained in this inspiring and well-balanced argument.

Bernard W. Snow, closing speaker at this notable dinner, as if to give added measure to the already brimming cup of community devotion, painted a graphic and enthusiastic picture of Chicago's present and future. He said:

Chicago stands without a parallel in the history of the world. Second in population on this continent and soon to be first, fourth in population of the cities of the earth and to be first within the lifetime of men here tonight, first in industrial activities and the financial and commercial center of an area larger, more productive, and with greater potentialities of population than nations that loomed big in the world's history—Chicago has



Chicago. The business center of the city within the first circuit boulevard, showing the proposed grand east-and-west axis and its relation to Grant Park and the yacht harbor, the railway terminals scheme on the south and west sides, and the civic center.

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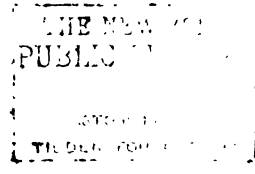

reached her rank in but little more than the three score years and ten allotted to man. Here is the great crucible into which has been poured people, customs, and traditions from a field that covers the earth and from which is emerging the final product of ten centuries of political struggle—American democracy. As heir to the ages, Chicago is working out the problems of self-government and rights of man that had their inception with the dawn of history in the forests of Friesland and Jutland and came down to us step by step through centuries of trouble, always triumphant, never completed.

Chicago has become what she is through individualism. Men as units, in striving for their own personal advancement, have, in the aggregate, produced that which we call Chicago. Our growth and development have been natural but without any general underlying plan, tending to bring about the harmonious and systematic whole which is essential to the perfect development of any growth.

The Plan of Chicago means the city practical. Dirt, grime, and sordid conditions are not a part of industrial and commercial success. They are, rather, evidences of failure to grasp the fundamental truth that men who are happy, whose lives are cast in pleasant places, who are clean of body and clean of mind are the men who best do things.

As Rome rested upon her citizenry, so Chicago's commercial and industrial supremacy rests upon the character, capacity, and physique of her industrial workers and part of the wealth created by men who toil through life means, in any well-regulated order of affairs, the bringing of joy and the securing of more comfort and better opportunities to those who produce such wealth.

Like the other addresses at this, the "kick off" dinner which set in motion the machinery of actual ac-

complishment on the Plan of Chicago, this striking admonition may, with profit, be adapted to the propaganda efforts of city planners in any community.

The most notable meeting of the commission — a meeting calculated to produce far-reaching cooperation and results in advancing the Plan of Chicago — was held in 1912 after a start had been made in carrying out the Plan and at a time when the public was beginning to appreciate its vast importance. This meeting was in the form of a complimentary dinner to all of the governmental officials in Chicago — federal, state, county, and city. The list of guests contained some four hundred names and included also all the judges of every branch of the court and the executives of all the leading civic and commercial associations. These were made acquainted by illustrated lecture with the proposals in the Plan and with their individual part, as citizens and officials, in carrying them out. It is doubtful if any similar gathering was ever convened for any purpose.

Another notable contribution to city planning endeavor in the United States was contributed by Mr. Wacker at the Fifth National Conference on City Planning in Chicago, May, 1913. At its final banquet he delivered an address entitled, "Gaining Public Support for a City Planning Movement." He was asked to discuss the experience of the Chicago Plan Commission from this standpoint in order that the representatives of city planning from all over America could have an invaluable guide for their own local activities. Mr. Wacker's address made a profound impression and was distributed by the conference broadcast throughout the

nation. It stands as a model pronouncement upon the subject.

Elsewhere in this volume there has been described the educational and publicity methods employed by the commission. The real thing in which all Chicago takes justifiable pride, and which is of material concern to all other cities, is what has actually been accomplished in carrying out the Plan of Chicago.

At the very first meeting of the executive committee of the Plan Commission, November 16, 1909, a resolution was adopted for the appointment of a special committee to study and investigate the need for widening West Twelfth Street. Two months later the Twelfth Street improvement was recommended to the city by the entire commission. Fourteen months elapsed before the project was approved by the city's Board of Local Improvements. At least two-thirds of this time could have been saved by a little more energy on the part of the city authorities. The preliminary work was from that moment speeded up in the city department, and slightly more than a month later the City Council passed an ordinance authorizing the improvement.

This initial step in carrying out the Plan of Chicago was an exceedingly democratic movement and a very important one. Twelfth Street is one of the most important east and west streets in the city. It is the first mile section-line south of the city's center. It passes through a most squalid and densely congested Ghetto and tenement district and crossing the Chicago River, cuts through a solid half mile of railway terminal approach tracks to the important commercial arteries—

State Street and Wabash and Michigan avenues, terminating a block beyond in a narrow gap at the Illinois Central Station.

In the Plan of Chicago Twelfth Street forms the southern boundary of the "Quadrangle," the other boundaries of which are Michigan Avenue, skirting the lake on the east; Chicago Avenue, the first mile-section street north of the center; and Halsted Street, the first mile-section street to the west. The inner northern boundary of this quadrangle is South Water Street, home of Chicago's produce market and the inner western boundary is Canal Street, which is the first north and south street west of the Chicago River and on the rim of the Loop district.

This quadrangle is the foundation of the street circulatory system in the Plan of Chicago. It is flanked by other quadrangles more remote from the center and is penetrated by important diagonal thoroughfares. This central quadrangle of streets, it is planned, should be widened, extended, and properly connected to form a great clearing basin for traffic about the city's commercial center to relieve congestion at its heart, to facilitate traffic to and from the railway terminals situated upon its route, and to provide facilities in its course for the lessening of cross traffic.

While the majority of Chicagoans prior to the propaganda of the Plan Commission had little knowledge of Twelfth Street and literally none concerning its basic value in the Plan of Chicago, yet so inspired had they become with the Plan idea that even in this, its early inception, the bond issue for its construction was au-

Chicago. Twelfth Street improved according to the Plan of Chicago.

thorized in November, 1912, by a majority vote of 21,787.

Meanwhile, much hard work on the preliminary steps had been accomplished by the city and by the Chicago Plan Commission. Through a misapprehension of what was proposed the property owners organized to fight the widening, and in this they were encouraged by lawyers and professional agitators who ostensibly were seeking their own ends. Scores of meetings were initiated by the officers of the commission in the vicinity affected, which was almost entirely foreign. As a lasting tribute to Chicago's citizens of foreign origin, it must be recorded that these people, when they were properly informed of the benefits the widening would confer upon them and upon the entire city, undertook to cooperate with the commission, and did so with such complete harmony and faith as to put some of the more Americanized sections to blush. When the condemnation suit went to trial they offered practically no opposition, although much of their property was taken and the remainder heavily assessed.

The West Twelfth Street improvement involved the widening of that thoroughfare from 66 feet to 108 feet for a mile and a half west of the Chicago River, the building of a great new bridge and the construction of a new 118-foot wide steel and concrete viaduct over the network of railway tracks for the distance of a half mile east of the river to Wabash Avenue. At that point the old street was only 50 feet wide.

The suit to secure possession of the necessary land began in the Superior Court, November 27, 1914. On

November 9, 1915, the court overruled all legal objections to the Twelfth Street improvement. The final favorable court decision in this case, rendered on June 14, 1916, opened the way for the city to tear down the buildings, widen the street, and build the viaduct. The first piece of property to be taken by the city was paid for on August 25, 1916, on which day the work of tearing down the buildings started. The widening was finished on December 20, 1917, when a great celebration was held which was attended by more than 100,000 people. The finished work, however, was only west of the river, the bridge and viaduct still remaining to be constructed. Eight years elapsed from the recommendation of the Plan Commission for this improvement until the completion of the first section of it, and nearly seven years from the time the ordinance was adopted and the bonds voted by the people. There were some avoidable delays and many that were not, and Chicago was learning its lesson — this was its first attempt at a great street widening project. The railroads were troublesome and there were many trying problems to solve — all of which must be considered in whatever criticisms may be made.

The entrance of the United States into the Great War and the consequent scarcity of material and labor stopped the construction of the viaduct and the bridge, although some foundation work was allowed so that the construction work could be undertaken at the conclusion of the war. The estimated cost of the Twelfth Street improvement was $4,500,000. The bond issue to cover the amount to be paid for by the public was

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$1,750,000. The balance was assessed against the benefited property in an area covering almost ten square miles. The railroad companies put up a stiff fight to keep from paying any part of the cost of the new viaduct, but they were beaten at every turn of the road in court, and their contracts with the city provide that they shall pay about three-quarters of a million dollars toward the total cost of a million dollars for its construction. The total cost of the improvement when finished, including sidewalks, repaving, grading, and other collateral necessities, will probably be in the neighborhood of seven million dollars. In fairness to the authorities it should be stated that in the early stages of this improvement the city was obliged to deal with half a dozen railroad companies, the street-car companies and four other governmental bodies. These negotiations naturally required a great deal of time, and the experience gained was valuable and will operate to better advantage in subsequent cases. This is borne out in the rapidity with which the next step in the Plan work was accomplished. Three hundred and two individual pieces of property had to be bought and paid for by the city for this widening and the case was in court a year and seven months. It was one of the most complicated cases ever experienced in American cities. In cities where there is a less complex form of government than in Chicago such an undertaking should be carried out in a fraction of the time required for the widening of West Twelfth Street. When finished this great, broad highway will terminate at the magnificent new Field Museum on the Lake Front and its western terminus will

be adjacent to the splendid forest preserves existing outside the city's central western limits.

While the city authorities were at work on the first steps of the Twelfth Street case, the Plan Commission was busy studying the second improvement to be undertaken in the Plan of Chicago. Naturally their attention reverted at once to Michigan Avenue, the eastern boundary of the quadrangle. After much hard work and many meetings and conferences with the property owners and civic bodies, three months after the Twelfth Street ordinance was passed, the Plan Commission, on July 10, 1911, recommended the Michigan Avenue extension to the City Council. By this time the determination of the commission and the impatience of the people for results on the Plan began to make themselves felt in the City Hall and within two days after the council had received the recommendation of the commission, the Board of Local Improvements directed its engineer to make an estimate of the cost. This was completed and submitted to the board in May, 1913.

Michigan Avenue is the base line of the city's traffic. It is destined to carry the heaviest traffic of any street in the world. Already it is famed as one of the world's finest thoroughfares but its "splendid mile," 130 feet wide, has extended only from Twelfth Street north to the Public Library at Randolph Street. There its spaciousness was lost in a sixty-six foot squalid gap. Its remaining distance of three blocks to the north branch of the Chicago River was lined on both sides with ancient, squatty, and half dilapidated buildings. To the south of the gap towered splendid buildings containing

Chicago. Entrance to the sixty-six-foot "gap" at Michigan Avenue and Randolph Street, widened under the Plan of Chicago to one hundred and thirty feet.

on their ground floors the city's finest retail shops; interspersed were palatial hotels and artistic club and theater buildings; opposite stood the majestic Art Institute and the broad acres of Grant Park skirting Lake Michigan. Behold the other picture—north through the gap the street presented the appearance of a poor, tenth-rate city. It was almost impossible to conduct business there on account of the constant jam of vehicles in its narrow passage and such as there was, was nondescript and of little value. Many vacant buildings showed the grime of years upon their windows, their door lintels were hung with cobwebs and a general air of decadence prevailed. At the corner of Randolph Street where the street narrowed northward to less than half the width southward, traffic was barricaded by the sixty-six foot jutting building line which caused the vehicles struggling to enter the gap to be massed in solid and almost inextricable confusion. At the river traffic was obliged to make a sharp turn up a steep grade to cross the Rush Street bridge and thence it continued in that narrow, overcrowded thoroughfare for blocks before it could again turn lakeward into Pine Street—the logical imaginary extension of Michigan Avenue—to Lincoln Parkway, where it connected with the Lake Shore Drive and Sheridan Road up the north lake shore. These boulevards, together with Michigan Avenue, form the direct connecting arteries between Lincoln Park two miles northward from the city's center, and Jackson Park, five miles southward, and they are likewise a part of the boulevard chain connecting the entire park system of the city. To complete this chain, as well as to extend

Michigan Avenue itself, the Plan of Chicago provided for widening that thoroughfare to the maximum width of 130 feet and to carry it on a straight line via a new bridge into the Lake Shore Drive north of the river, a distance of slightly less than one mile.

The Rush Street bridge is one of the most crowded in the world. It carries sixteen per cent more traffic than London Bridge, long known as the most congested vehicular bridge in the world. The seven east and west streets immediately north and south of the Rush Street bridge carry thirty-eight per cent more traffic across Michigan Avenue to and from the railway freight terminals on the Lake Front and the warehouse district on the west side than enters London at its seven principal points of entrance. The Rush Street bridge carries seventy-seven per cent of all the automobiles and twenty-three per cent of all the commercial vehicles entering the Loop district from the north side of the city. The four other bridges—the farthest being only four blocks distant—carry the remainder. This enormous traffic, aggravated in summer by the opening of the bridges to pass deep draft lake vessels, supplemented by the heavy cross traffic, cause a confusion that beggars description.

The Michigan Avenue extension plan to relieve this is a double-deck scheme. Both the street and the bridge will have two levels. The upper one will extend from building line to building line—the full width, 130 feet. New buildings abutting on either side will have the unrivaled advantage of two streets—the lower one to be used for heavy traffic and the upper one to be the light

Chicago. The Michigan Avenue "gap" before the widening, showing the sixty-six-foot passageway to the north, blocked by a soap factory on the bank of the river.

traffic-way and main entrance thoroughfare to the store buildings. The approaches to the upper levels will be so imperceptible as to be scarcely noticeable. The south approach is less than a two per cent grade and the one on the north is three per cent. The double-deck bridge will be 210 feet long and 90 feet wide—the first of its kind to be built in America, if not in the world. All heavy north- and south-bound traffic will be confined to the lower level and the rapid or light traffic will have the exclusive use of the upper level. The bridge at both approaches and on both levels will open out on great plazas approximately 225 feet square. Ample light and sanitation is provided for the lower thoroughfare and the upper one will be highly ornamental and brilliantly illuminated at night. All this will constitute one of the most remarkable and spectacular street improvements ever undertaken in any city. When finished it will become one of the most popular promenades in the world equalled in splendor and glamour only by Fifth Avenue in New York and the Champs-Elysées in Paris. All east and west traffic in the two level vicinity will cross beneath the upper level. Segregating the traffic in this way, in addition to the widening, will facilitate traffic in this vortex two hundred per cent. This Plan adds another splendid mile to Chicago's most fashionable shopping thoroughfare. The new and improved area will rapidly be rebuilt with handsome new structures, many of which, in the summer of 1918, were already in process of erection. The cost of the improvement was estimated at the beginning at eight million dollars. The City Council passed an ordinance authorizing the work

on July 14, 1913. Because of one or two slight errors, it was necessary to repeal this ordinance and a new one was passed on March 23, 1914.

November 5, 1914, the Michigan Avenue bond issue of $3,800,000 for paying that part of the cost chargeable to the city of Chicago carried at the election by a majority of 78,846. This was one of the biggest majorities ever given a large public improvement project in Chicago, although it was bitterly fought by the outlying districts on the contention that it was an improvement for the rich automobile crowd and that they should pay the entire cost. On all sides it was freely predicted that the issue would fail of passage. The objectors, however, failed to take into account the city-wide educational work of the Chicago Plan Commission which for years had been acquainting the people with the benefits of the Plan of Chicago. The comprehension of the people, and their eagerness to advance the Plan as rapidly as possible, were expressed in their big and hearty vote at the polls.

Before the Plan Commission took hold of the Michigan Avenue improvement its extension as a surface widening merely had been advocated on various occasions and eighteen public hearings had been scheduled and abandoned because the property owners believed that no public benefit would be allowed and the owners would have to pay the entire cost. The original widening plan contemplated taking all of their property. Many realized the advantage of hanging onto this priceless real estate, or as much of it as they could, and thus the project was delayed and defeated until the Plan Commission

Chicago. Old Rush Street bridge, the most crowded vehicular bridge in the world.

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Chicago. Mammoth new double-level Michigan Avenue bridge to replace the Rush Street span. Under construction in 1919.

took it up and worked out the compromise plan of extending the thoroughfare on a uniform width. This left a sufficient strip of property for the owners to rebuild on, and their opposition was largely dissipated.

On February 14, 1916, the trial of the suit to secure possession of the necessary land was begun in the County Court. Court action required a direct settlement with 8,700 property owners. The trial ended on March 2, 1918, when a judgment favorable to the city was rendered. This shut off all possible appeal to the Supreme Court on questions of legality. Only questions of values could be appealed. Immediate notice was sent by the city to the property owners to vacate within sixty days, The tearing down of the first building at the corner of the alley between River and South Water streets was started on April 13, 1918, with an imposing celebration —an automobile parade around the entire boulevard system and a dinner, attended by approximately one thousand people, at which Mayor William Hale Thompson, Michael J. Faherty, president of the Board of Local Improvements and Chairman Wacker of the Plan Commission were the principal speakers. From that moment the work of clearing the way for the widening and the building of the bridge abutments went forward with rapid strides. On October 9, 1916, "Chicago Day" —so named in commemoration of the city's great fire of 1871—the major portion of the north section of the widened thoroughfare was opened to the public. South of the river all of the buildings had been torn down or cut in two and several new and beautiful façades were already erected.

Meanwhile, the war, which had caused so great an increase in the price of materials and labor and made the use of steel almost prohibitive, retarded the completion of the upper street structure and the great new bridge. These conditions, which it was believed would prevail long after the war ended, and the increase in the awards to property owners, whose property was taken, caused by the advance in realty values during the long period the case was in litigation, sent the cost of the improvement soaring an additional six million dollars. There being no apparent relief for this increase, and more detriment to property values and business interests in delaying than in going ahead, a new bond issue for three million dollars was authorized by unanimous vote of the City Council on March 26, 1918, and approved by a majority of two to one at the election November 5 of that year. At the close of 1918 the city authorities were planning to levy a supplementary assessment of three million dollars against the benefited property, and they predicted the work of completing the improvement would be finished early in 1920, as the last construction contract was let in December, 1918. The one handicap other than securing the necessary funds was the reconstruction situation, which made it next to impossible to secure the necessary steel; but the city authorities were hopeful the government would lend its aid, it having been shown to the national authorities that the completion of Michigan Avenue was an urgent and economic necessity.

The two-level improvement of Michigan Avenue sets a new standard in America for the relief of congestion

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Drawing by Vernon Howe Bailey.

Chicago. The new Michigan Avenue extension looking north from the Chicago River on the edge of the Loop to Lake Michigan at Lincoln Park.

and the facilitation of traffic in the crowded business sections of the large cities. It has been remarked that if the whole Loop district in Chicago could be double-decked it would be a godsend; and that is literally the truth. Of course this may never be, but, judging the idea from the standard of big projects for the betterment of the people, it would not be such a gigantic undertaking that it could not be accomplished, and if it were expedient to do it, the acme of comfort, convenience, and beauty in the caldron of commercial traffic would be attained. When the Michigan Avenue project is completed and its remarkable advantages perceived, other American cities will quickly fall into line in undertaking similar improvements. There are several eastern cities, notably Boston, where practically no other form of relief is possible in the central section.

Profiting by the early experience in the Twelfth Street case, the Plan Commission took time by the forelock and saw to it that a majority of the lineal front footage affected by the Michigan Avenue widening was signed up as favorable to the improvement before the final public hearing was held, so that the delay of a year would not occur, which was the provision of the law in the event that a majority opposition was shown instead. Leading property owners came forward and volunteered their assistance to the commission. These formed the North Central Business District Association, which eventually numbered several hundred members. This association, pledged to the improvement, gave invaluable assistance to the city in promoting the improvement with the property owners and the public. Out of their

initial effort to assist the Michigan Avenue improvement grew a strong association — now the North Central Association — of far-seeing, public-spirited men who have since, in other ways, materially assisted in the advancement of other improvements collateral to the main development plans for the central section of the city and of incalculable benefit to the entire community.

The trial of this case, which lasted two years, was contested by two hundred and five lawyers who, in their efforts to obtain good deals for their clients, added tremendously to the cost of the litigation, the city being obliged to employ a large array of high-priced experts to defend itself against its opponents. Many instances of unselfishness and fine public spirit, on the other hand, were shown by citizens whose property was either taken or heavily taxed, but many other instances of selfishness of the first order showed themselves, which resulted in the cost of the improvement being materially enhanced.

As city planning grows apace and public improvements are made under its urge, citizens of the latter class will come to realize that a good and fair value for their property should be accepted by them at once; they will come to learn that fighting the city for excessive compensation is, in the end, extremely costly to their personal pockets, and they will experience a change of heart which it is fervently to be hoped will take the form of a fine and true spirit for the common need of the entire community.

Chicago city planning has had the most helpful cooperation possible from each of the three city administrations through which it has lived, and from the City

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Drawing by Vernon Howe Bailey.

Chicago. Gateway to the new Michigan Avenue extension, showing imposing intensive development under construction in 1919.

Councils in those administrations. In his address at the opening of the initial work on Michigan Avenue, Mr. Wacker said:

The administrations of Mayors Fred A. Busse, Carter H. Harrison. and William Hale Thompson will illumine one of the brightest pages in the history of Chicago—the brightest of all pages in the history of our beloved city.

The years 1911, 1912, and 1913 were busy, fruitful years for the Plan Commission. Simultaneously with its development of the Twelfth Street and Michigan Avenue improvements, it was deeply immersed in studying and advancing the plans for improving the shore of Lake Michigan, including the reclamation of hundreds of acres of submerged lands for park purposes between Grant Park at the center of the city and Jackson Park, five miles southward.

In August, 1912, the Pennsylvania Railway Company caused to be published in the Chicago newspapers an elaborate set of plans presenting its ideas for the erection of a new Union Station on the west side to accommodate, besides its own road, the Chicago, Burlington & Quincy, the Chicago, Milwaukee & St. Paul, and the Chicago & Alton roads. These plans importantly affected the Plan of Chicago. The chairman of the Plan Commission was in Europe, and the companies, whose plans had been kept entirely from the public eye, having once published them, took immediate steps to have them carried out under the auspices of The Chicago Association of Commerce. The executive committee of that

body held a meeting almost immediately to push the railway terminal project, but when it was shown what vital Plan of Chicago interests were involved it delayed action, awaiting the return of the Plan Commission chairman from Europe and the submission of the company's plans to the commission for its review and recommendations.

The negotiations which ensued covered a period of a year and eight months, during which the controversy waxed warm almost to the point of bitterness. Meetings were held by the score, plans were made and remade, powerful influences were exerted pro and con, but finally a satisfactory settlement was made to all interests—a settlement that was a credit to the city. This, in no small measure, was due to the remarkable sanity, tact, and perseverance of the chairman of the Chicago Plan Commission.

No more spirited nor protracted sessions of the City Council have ever been held in Chicago than those of its Railway Terminal Committee on this case. On account of the tremendous public interest aroused in it, the committee was early obliged to transfer the hearings from its ordinarily commodious committee room to the great Council Chamber itself. Here prominent business men and citizens without number and from all parts of the city, representing all manner of interests, took part in the debates. Nearing the close of the debate, sessions of the committee were held daily for many weeks and frequently extended far into the night.

The Plan Commission officials, in support of their plans, met with dozens of civic organizations and citizen

bodies and issued many important briefs, arguments, and illustrated booklets in advancing their ideas. In all of the controversy, which lasted so many months and which attracted so many of the country's ablest technical minds, it has always been a matter of great pride to the officers of the Plan Commission that their technical studies and deductions were never once successfully challenged, although unfortunately for the best interests of the city some of their principal recommendations were not concurred in.

The company's plans proposed the erection of a new passenger terminal at the corner of Jackson Boulevard and Canal Street, one block south of their old location, and an overhead freight track approach, to carry four tracks, for a distance of two miles, terminating in the heart of the west side civic center plans in the Plan of Chicago. On both of these principal essentials the Plan Commission officials took vigorous issue, which they maintained until the final settlement was reached and the contract ordinances between the city and the companies were entered into. Meanwhile several sites for the location of the new station were proposed by leading architects and plans drawn to fit—all of which were submitted for the consideration of the city authorities. Leading among these was a plan for a Union Station to house not only the west-side but also the south-side roads at the corner of State and Twelfth streets. This location was a radical one for the west-side roads, being one-half mile south and one-half mile east of the site proposed by the companies. It was the suggestion of the well-known architect, Jarvis Hunt, who accompanied

his site proposal with elaborate plans, for which he made a vigorous fight backed by a considerable and substantial following. The Plan Commission officials proposed a site at the corner of Canal and Twelfth streets one-half mile directly south of the one selected by the companies. Their plans, which likewise were elaborate to the last detail, were accompanied by exact and far-reaching arguments. Early in the debate, when the discussions began to assume aggressive proportions, a strong citizens' committee, comprising some seventy-five of Chicago's leading business men, organized to assist the city in obtaining the best legal and technical advisers. This powerful organization was headed by Alfred L. Baker, president of the City Club and one of Chicago's foremost business and public-spirited men. This committee which did valiant service throughout the campaign, employed the noted corporation lawyer, Walter L. Fisher, and the equally noted electrical expert, Bion J. Arnold, whose services it contributed to the city, which accepted them.

The fabric of cooperation began to knit itself and it became apparent, as these several bodies investigated the subject, that a special Railway Terminal Commission should be appointed by the city not only to advise it in the solution of the terminal plans in question but to make a study of the entire remaining terminal situation in Chicago. The appointment of such a commission was suggested by Mr. Baker's committee, and was heartily concurred in by the Plan Commission. It was duly appointed by the City Council, who selected the celebrated engineer, John F. Wallace, of New York, as its head.

Chicago. Canal Street. New Union Station at Jackson Boulevard, replacing the old station at Adams Street.

Chicago. Canal Street. Old Union Depot at Adams Street.

The terminal commission was limited in its personnel and was largely technical in its formation. Messrs. Fisher and Arnold were appointed thereon, and the remainder consisted of the public works commissioner, the corporation counsel, the chairman of the Council Terminal Committee and Architect E. H. Bennett of the Plan Commission. From the moment of its appointment, this commission, together with the officers of the Plan Commission, became the dominant figure in the fight for the city against the companies.

Many delays and difficulties were encountered at the outset because the Pennsylvania company's officials, whose headquarters were in Philadelphia, overlooked Chicago entirely and began apparently to proceed on the theory that they could do as they pleased and that their plans would be taken as a matter of course. Seemingly they were quite unprepared for the onslaught that was made against them broadsides. Instead of infrequent visits to Chicago as in the early stages of negotiation, the officials of this eastern company virtually took up headquarters in Chicago until the negotiations were concluded.

The Plan Commission officials, armed with unassailable arguments, vigorously and from the very start, opposed the companies' plans to occupy the heart of the central west side with freight terminals and overhead tracks. Not only did they oppose but they offered feasible alternative plans fully adequate for the companies' needs and far less harmful to the public's interest. As a result, the railroad people completely changed their freight layout and proposed an entirely new set of plans,

which located their freight terminals along the river adjacent to Twelfth Street, thus avoiding encroachment upon an area marked for future intensive development in the Plan of Chicago. The new plans, being acceptable to the Plan officials, were passed into the Council Committee for final settlement.

Interest now centered upon the location of the passenger station. After lengthy debates and a thorough investigation of the various plans submitted all were ruled out excepting those of the Plan officials, which located the station at Twelfth and Canal streets, and the site proposed by the companies half a mile farther north at Jackson Boulevard and Canal Street.

Strong opposition developed on the part of the large central business interests to the removal of the station so far to the southward, but the Plan officials contended to the last that that was the place for it, looking to the city's future growth and requirements. Although they put up one of the best defended and most memorable fights in the history of Chicago, in the end they were obliged to give way in face of the stronger forces and allow the companies' site to stand. This they did, however, only after their technical staff had made a complete survey of the plan of the area in and adjacent to the proposed terminal zone, which they followed with a score of demands for collateral improvements to be paid for by the companies, in every one of which they were upheld by the Railway Terminal Commission and the Council Committee, with the result that with two or three minor exceptions they were all written in the ordinances and accepted finally by the companies.

These improvements to be paid for by the companies, in addition to $1,500,000 in cash compensation for certain vacated public streets, totaled $6,000,000, and included new bridges, bridge approaches, widened street viaducts and the widening of Canal Street from eighty to one hundred feet in the area from Kinzie to Twelfth streets—a distance of a mile and a half. In all, sixteen major public improvements were thus provided for, not one of which (nor the cash payment) was included in the original proposals of the railroads to the city. Never before in the history of Chicago had railroads, seeking terminal privileges, paid so much for them.

Thus the inner western boundary of the quadrangle in the Plan of Chicago was provided for and made to dovetail with the southern and northern boundaries. The total project of the Union Station Company, including passenger and freight terminals and track layout, when finished, will cost more than $50,000,000. From the first action of the Plan Commission on March 12, 1912, when it unanimously declared against the laying of railroad tracks overhead north of Twelfth Street, on through to May 24, 1913, when its chairman, Mr. Wacker, made his memorable argument before the members of the City Council Terminal Committee, down through to March 23, 1914, when the contract ordinances were passed by the City Council and accepted by the companies, the officials of the Plan Commission stood out for the protection of the Plan of Chicago and a fine and complete development of the entire terminal area. Their efforts were successful with the exception of the location of the passenger terminal. The loss of this

they did not concede as vital, since their plans were primarily to show the railroads how their freight and passenger plans could be made to fit in with the Plan of Chicago, and in the end the essential requirements were provided for in the adopted ordinances. Under the terms of these, the entire construction work was to have been completed in 1919, but the war seriously interfered with this procedure. The Pennsylvania freight terminal, a magnificent and commodious structure, has been completed, and all of the underground work and much of the track approach layout, so that, when conditions will permit, the remainder of the construction, including the splendid new passenger station, can go forward without delay.

It is doubtful if a more pertinent, forceful, far-reaching, and convincing argument ever was presented to the City Council of Chicago than that of Mr. Wacker at the opening of the west side terminal debate. Several of his recommendations made at that time were basic in the best future development of the city, such as the straightening of the south branch of the Chicago River and the opening of a number of the city's most important north and south streets in the central section, now closed by railroad occupancy. These recommendations became the foundation stone upon which the Railway Terminal Commission afterward commenced its studies for an ultimate solution of the entire remaining terminal situation of Chicago.

From being ignored in the beginning, the manner in which the Chicago Plan Commission came to the fore and was recognized in this memorable west side ter-

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Chicago. The proposed new post-office site on Canal Street between the Union and Northwestern stations, where sixty-two per cent of Chicago's mail is handled.

minal fight is best illustrated in the following incident: In the closing days of the long, hard struggle peace and amity pervaded the sessions of the City Council Committee. At one of the final meetings, when the ordinances were being put together piece by piece and agreed to by both the company and the city as new articles came up, an alderman proposed the widening of the Polk and Taylor Street viaducts from forty to eighty feet to be paid for by the companies. Vice-President Turner of the Pennsylvania Company, who was weary with combat and lean from concessions already granted, rose in the meeting and said: "Is this satisfactory to Mr. Wacker, chairman of the Plan Commission? I positively will not make any definite move in these hearings unless I know he is satisfied." No better example of the value of accessory before the fact instead of after the fact, as the lawyers would say, could be found than this utterance from the mouthpiece of powerful railway interests who unfortunately had overlooked the fact that cooperation with the city at the beginning would have saved them money and what is more valuable still, time, in the end.

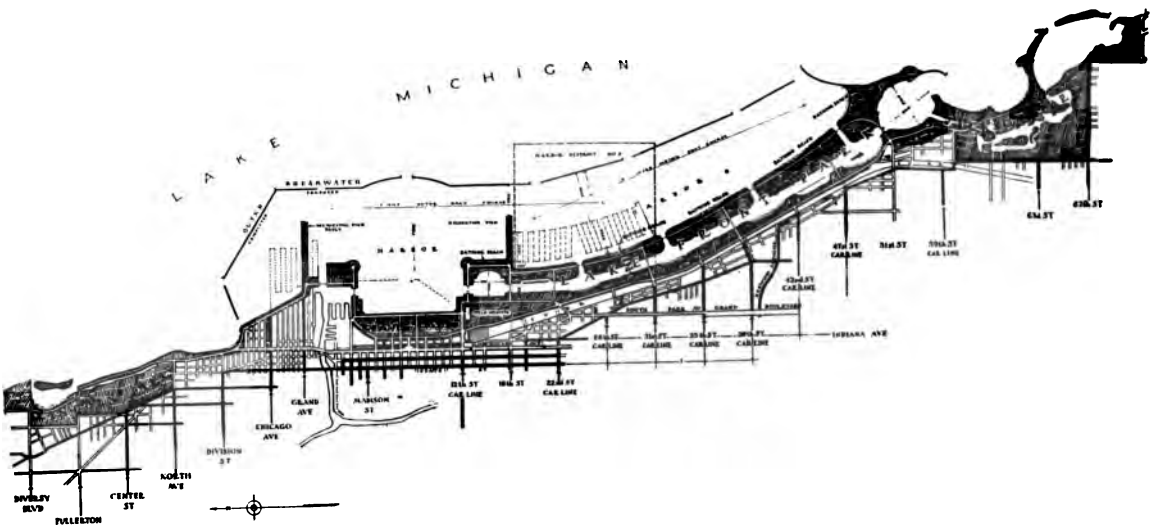
The northern boundary of the quadrangle in the Plan of Chicago is Chicago Avenue, one mile north of the central east and west axis, Madison Street. Chicago Avenue is a one hundred foot wide thoroughfare and will require no improvement in the development of the Plan. Thus, with the widening of Canal Street as provided for by the terminal ordinances, the entire quadrangle will be completed as soon as all of the retarded work occasioned by the war, on this and the other bound-

aries, Twelfth Street and Michigan Avenue, can be finished.

The World's Columbian Exposition had scarcely closed its gates, the echo of that greatest of artistic triumphs had not begun to fade, when its director of works, Daniel Hudson Burnham, suggested the plan for the improvement of Chicago's Lake Front.

The plans outlined by Mr. Burnham at that time were later incorporated in the Plan of Chicago. The Lake Front plans are the most dramatic and without doubt, by far the most beneficial feature in the Plan, but there were many obstacles in the way of their accomplishment. The history of progress on the Lake Front improvement is long and complicated, extending over a period of nine years, whereas it should have been short and simple. Of all the betterment plans that were ever offered to any city, Chicago's Lake Front plans are the most magnificent, the most easy of accomplishment, the most inexpensive of construction, the most adapted to healthful recreation and the most potential of happiness and prosperity for the people, and yet their accomplishment has dragged wearily through years of discussion —much of it stubborn, useless, and unintelligent— while the people have waited and are still waiting for their parks on the shore of their beautiful lake and the pleasure and health these could give to them.

Reviewing the years of wrangling, bickering, and delay, one is forced to the honest conclusion that two-thirds of these nine years have been wasted and that two-thirds of the controversy has been stupid. The Plan Commission in 1916 published an amazing docu-



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Chicago. Revised plan for Lake Front park and harbor development between Grant and Jackson parks. One thousand two hundred and eighty acres of parks; five-mile protected watercourse; nine large bathing beaches; picnic grounds; motor-boat courses and yacht harbor. Tapped by twelve west side street-car lines.

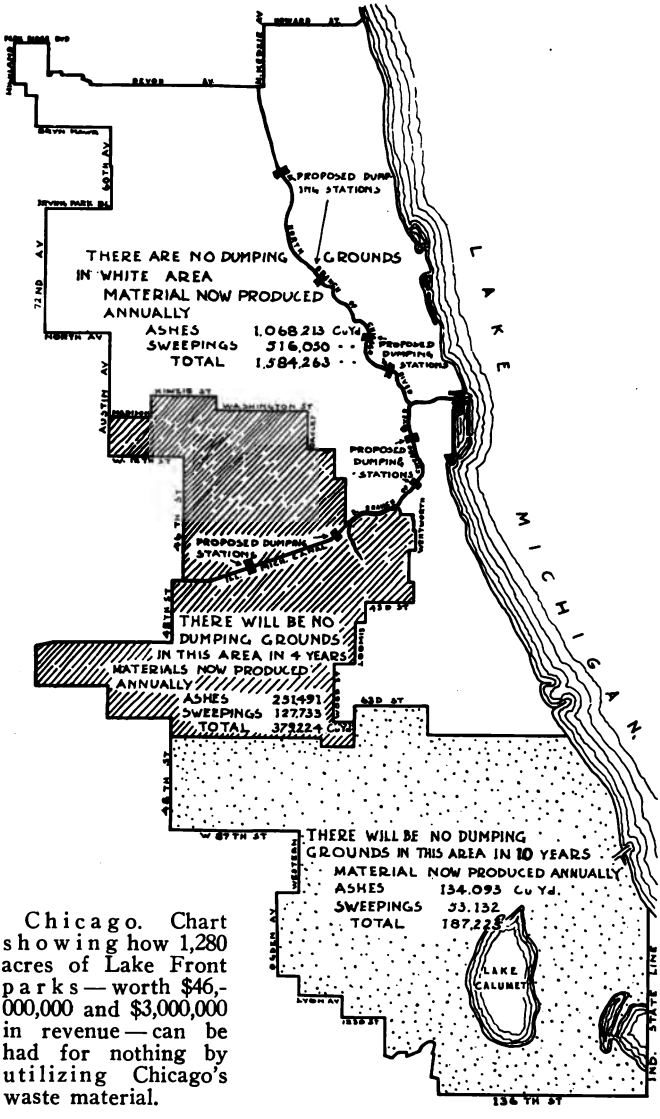
ment in which it showed that the city could make 1,280 acres of park lands in twelve years by filling the submerged area between Grant and Jackson parks through utilization of the city's waste material. It proved that this wonderful achievement would not only not cost the tax-payers a single cent but, on the other hand, would produce a revenue of three million dollars and lands worth $46,000,000. It showed in this remarkable statement that the people would obtain this vast asset of $49,000,000 for nothing, and it pointed out that if the city's waste material was not used in this manner, it could be used in no other way and would shortly have to be transported at great expense far from the city and thrown away. Yet the plans were not advanced, still they hung fire, still the people waited in vain. But to go back to the beginning, we discover the real and necessary obstacles which were easily overcome and we likewise discover the unnecessary and unreal ones which have not been overcome.

First, and before anything could be accomplished, it was necessary to go to the State Legislature for the requisite enactments to enable the city to acquire the riparian rights of property owners. These were had in 1903 and 1907—long in advance of the work of the Plan Commission on this part of the Plan of Chicago —and thus the first and fundamental barrier to easy progress was quickly swept away.

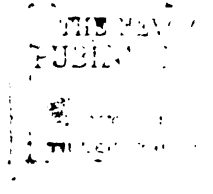
Next and most formidable in procedure came the question of dealing with the Illinois Central Railroad Company for its water rights, which stretched for nearly four miles along the lake shore from the city's center

southward. (The Illinois Central Railroad, it must be remembered, approaches its terminal in Chicago for several miles directly along the edge of the lake.) This involved a long series of negotiations with the company which were undertaken by The Commercial Club Plan Committee under the able direction of its chairman, Edward B. Butler, before the appointment of the Plan Commission in 1909. An agreement was reached but later, when the city took the matter up in public hearing, a citizens' committee led by Lessing Rosenthal came forward and offered to assist in reopening the matter with the Illinois Central people for more favorable terms, which was accomplished. This question of terms, in dealing with the railway company, rested upon the demands of the company, which wished to reserve the right to extend its right-of-way lakeward by filling in a strip of submerged area in the lake in exchange for the surrender of its water rights to the city, which would permit the municipality to reclaim the submerged area outside of the boundary demanded by the company. The crux of the whole matter rested upon how much the company should be allowed to retain and fill at its own expense and what other concessions it should make to the city in the exchange, looking to a readjustment of its terminal properties and the erection of a new track layout and a new passenger station.

These negotiations became a matter of hearing in the Circuit Court of Cook County in April, 1912. The basis for this action was the final agreement between the company and the South Park Commissioners. Three months later the court confirmed the agreement which had been



Chicago. Chart showing how 1,280 acres of Lake Front parks — worth $46,000,000 and $3,000,000 in revenue — can be had for nothing by utilizing Chicago's waste material.



entered into. Simultaneously the Lake Shore Reclamation Commission (Alderman Theodore K. Long, chairman), which had been especially created by the City Council to assist in this case, brought about agreements with the rest of the private owners, and the way was opened at last for the city through the park authorities to proceed to fill in the Lake Front and construct its parks over a stretch of five miles. Then the real hitch developed.

Nothing could be done in the lake until a permit was had from the War Department of the United States, as the federal government has jurisdiction over all the navigable waterways of the land. Accordingly, in November, 1913, the strongest delegation of Chicagoans that ever departed for Washington on a Chicago mission of need visited the capital, headed by Mayor Carter H. Harrison, the chairman of the Plan Commission, and the executive heads of the contending governmental bodies and the presidents of all the leading civic clubs and associations. This delegation was truly representative of the entire city and all elements in it. Its appeal was heard by the Secretary of War, who advised the delegation that he could not accede to its request until proper harbor provisions were encompassed in the park plans, and until the City Council had acted on the matter. The delegation returned to Chicago to comply as quickly and fully as possible with the demands of the War Department.

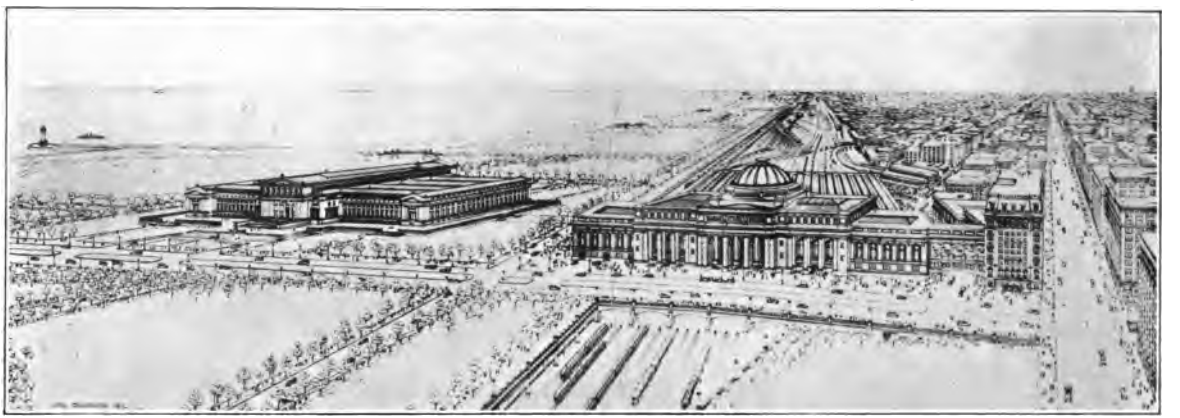
The Plan Commission set to work at once to adjust the Plan of Chicago to the requirements of the government for harbor facilities in the zone affected. In

this the commission was assisted by the leading engineers of the city, including those of the municipality and other public bodies. At length a new plan was made which entirely covered the harbor situation and which provided many other desirable details not included in the original plan. These plans were submitted to the leading civic associations, shipping organizations, yachting and boating clubs, and many citizen bodies, with the result that they were unanimously approved.

Finally, in November, 1914, the Council Committee on Harbors, Wharves, and Bridges instructed the city's legal and engineering departments, the Chicago Plan Commission officials and the South Park officials to submit a joint recommendation to it covering a plan harmonizing all interests. This resulted in the submission of the commission's plan already outlined.

Council committee hearings ensued and in January, 1916, final plans were agreed upon and an ordinance was adopted by the Council Committee. This was rejected by the Illinois Central Company because it wanted certain rights which the city would not grant. The company was then asked to submit definite plans for its vast terminal scheme so that the city could decide what further demands, if any, should be made upon the company in behalf of the municipality before a final ordinance could be approved by all parties concerned.

The company's plans were submitted to the City Council in September, 1916, but no agreement was reached, the negotiations splitting on the rock of general electrification of its entire track layout, which loomed in these hearings as a new element of consideration. A



Chicago. New East Twelfth Street, replacing Park Row, with new Field Museum on Lake Front at its terminus, and new Illinois Central passenger station at Indiana Avenue, extended.

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prior ordinance had been introduced in the City Council, demanding the general electrification of all railroads in Chicago, and the Council Committee, hearing the Lake Front case, imposed this obligation upon the Illinois Central Company as a part of the ordinance under consideration for the improvement of the Lake Front. The company indicated its willingness to electrify its suburban tracks but contended beyond that it could not go, owing to the fact that the general electrification of all the roads in Chicago was not feasible at the time, and that, if it electrified its own general system, including its new terminal, other roads designed to use its terminal could not do so as steam power in an electrified terminal would be out of the question.

Meanwhile the war caused the resignation of President Markham of the Illinois Central Railroad Company, who became a regional director of railroads, and this and other war conditions put a temporary stop to further negotiations.

A new ordinance was drafted, which it was believed would meet all the essential requirements of all parties concerned, and with the reconvening of the City Council in the fall of 1918 negotiations were again entered into, which the Plan Commission was hopeful would prove serious and final.

City planning is still so much in its infancy in the United States — there is yet so much to be impressed upon the people — that even remarkable public benefits such as Chicago's Lake Front plans propose are delayed indefinitely at the expense of the public welfare.

The Plan of Chicago provides for a complete re-

modeling of the shore line for the distance of twenty-one miles from the Indiana line on the south to the fashionable suburb, Wilmette, on the north.

In planning the Lake Front parks, the architects took into account the public demand for extensive areas of pleasure grounds. They recognized the desire of the people to have a place for motor boating, yachting, rowing, bathing, and other water enjoyments. So their plans provide for islands covering hundreds of acres along the shore, also for a wide watercourse extending for miles along the city's front bordered by park lands on either side, to form one of the finest courses in the world for rowing regattas, motor boat, and yacht races, and other forms of aquatic sport.

All the park authorities of Chicago had worked steadily toward the ideas of the Lake Front plans in the Plan of Chicago, and notwithstanding the delay in starting work on the proposed south shore development, more than two hundred acres were added to Lincoln Park on the north shore during 1915. The new park land extends for a distance of a mile. It was made by filling in the lake. A yacht harbor 2,600 feet long and 1,000 feet wide has been constructed there. This new park area also includes a lagoon, picnic island, rowing pond, extensive play fields, bathing beaches, and a golf course —all skirting the famous and fashionable Sheridan Road. This work cost only $1,875,000. The land thus made is estimated to be worth at least $15,000,000. Its recreational worth to the people of Chicago could not be estimated at any price. When the Lake Front plans are completed, both north and south, an outer Lake Shore

Drive is to be constructed to connect the north- and south-side park systems.

While this park activity has been taking place on the north side there also has been a wonderful work of harbor development in progress. Five million dollars has been expended upon a municipal pier of unequalled character and dignity. The pier extends into the lake nearly three-quarters of a mile at a point immediately north of the mouth of the Chicago River. A small park has been created at the shore end, designed to fit in with the general plan. The pier is 292 feet wide. It ends in two majestic towers which stand as sentinels guarding the entrance to Chicago's harbor. It is a tremendous steel and concrete building with countless windows. Freight cars and locomotives enter on the ground floor and the street cars discharge passengers directly above on the upper level of the pier. The pier is the lake passenger clearing-house for Chicago as well as the terminal point for the handling of an immense amount of freight. Lake steamers dock on both sides of it, and thousands of excursionists daily embark there during the summer season. An elaborate system of roof promenades has been provided and from them the public is able to enjoy without cost the constantly moving panorama of Chicago's marvelous Lake Front activity. During the war a part of this pier was used by the United States government as a training school for naval officers.

Near the outer end of this immense municipal improvement is a huge recreation building. It contains an auditorium seating 4,000 people. Commodious concert and dance halls, rooms for the amusement of children,

restaurants, and rest rooms are also provided. It is estimated that there is ample room for 100,000 people to enjoy the lake breezes and be entertained on this pier at one time. The view from the outer end of the pier commands the unbroken curve of Chicago's lake shore as far as the eye can see.

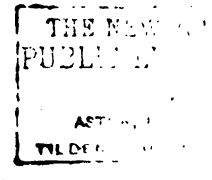
If the people of Chicago could sense a hundredth fraction of what the realization of the entire Lake Front development will mean to them, they would rise to its defense with a demand that would be loud and insistent —a demand that would produce action in short order.

A great city—favored with a splendid water expanse skirting its main thoroughfare, not miles distant as in New York, but reaching beyond the eye of man and flowing past its very doors for three leagues, every foot of which easily can be developed into beauty spots and pleasure grounds accessible to all the people—is indeed blind to its wonderful heritage if it does not quickly and certainly seize and lay fast hold upon it. Such is Chicago's opportunity—the chance in a million to gain for itself the most magnificent water front on the face of the civilized globe.

A city with such a golden opportunity, from center to circumference, man to man, should fall in behind its Plan Commission in a solid phalanx for its certain and early realization.

Chicago is surrounded on three sides by beautiful undulating plains covered with natural woodland and sparkling streams. Ideal spots, these, for fagged city folk to spend a holiday far from the city's noise and fatigue but near enough for the convenience of family

Chicago. Proposed new Illinois Central passenger terminal to front on new East Twelfth Street at Indiana Avenue, extended. Architecturally the depot will conform to the adjacent new Field Museum of Natural History.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outings. Thousands of acres close to the city's limits are being converted into natural playgrounds for all the people.

Modern cities have learned that they must not confine their park land projects to their own limits but must go beyond them and out into the open country to provide recreation areas for their people. Every European capital has its forest park outside of its limits but within easy reach of its people. Thus, in summer, London, Paris, Berlin, and Vienna on holidays are almost deserted by their millions, the people dispersing to the open country park lands and the forests set aside for their use and enjoyment forever. In this country other cities, notably New York, in its acquirement of the picturesque country along the Hudson River, are gaining outer territory for park purposes.

The people of Chicago are proud that their city has been one of the most progressive in America in the matter of forest preserves. There is no more beautiful country anywhere than the wooded territory around Chicago. Far-seeing men and women have looked ahead to the time when large areas for public recreation will be difficult to obtain. They, therefore started a movement many years ago to secure outer park areas for Chicago. Before these could be acquired, the people, in their strong desire for the open country, began to trespass in great numbers upon the property of farm owners.

In 1904 a body known as the Metropolitan Park Commission was appointed. It made a report in favor of securing between thirty-five and forty thousand acres of

forest parks encircling the city. The commission wanted forest land conserved in its native state for the benefit of the people. Its recommendations were used as the basis for the forest preserve feature of the Plan of Chicago.

In June, 1913, as a result of years of effort and agitation, the Legislature of Illinois passed a forest preserve bill. The bill authorizes county commissioners to become forest preserve district commissioners. The law provides for the taking of private lands for forest preserves to be secured and maintained for the benefit of the public. In November, 1914, all of Cook County, in which Chicago is located, became a forest preserve district. This was by a vote of the people, who gave the project their support by the very large majority of 103,543.

In February, 1915, the forest preserve district of Cook County was formally organized and steps taken for the purchase of available sites. A delay of a year ensued because of litigation in the courts to determine the legality of the forest preserve law. The state law was held legal by the Supreme Court of Illinois in February, 1916. At the sixth annual meeting of the Chicago Plan Commission in March, 1916, the president of the Forest Preserve Board reported that a bond issue of one million dollars had been authorized. He promised that immediate steps would be taken to acquire property for the first of the wooded preserves. Shortly after this the actual purchasing of property began.

The forestry board's policy is to provide forest areas within easy reach of every district in Chicago. This

will be done by selecting some of the land in each of the five locations suggested in the Plan of Chicago. These are held to be the best available sites for these magnificent outer parks. In the Plan of Chicago are proposals to secure 54,572 acres of forest land. The investment is certain to be of huge profit to Chicago in the increased health and happiness of its people.

The spaces to be acquired are wild forests. Here are trees, vines, flowers, and shrubs such as grow in this climate. Country roads and paths will be cut through them and the people will be allowed and encouraged to use them freely. At the north the forest parks selected are those of the famous Skokie Valley and Chicago River, comprising 10,972 acres. To the northwest it is proposed to secure 19,065 acres in the Desplaines River Valley. These preserves extend southward along the entire western edge of the city and contain some notable and beautiful watercourses. All these forests may be reached by electric cars from any part of Chicago — all are within an hour's ride. Still farther westward 7,961 acres of the Elmhurst and Salt Creek country have been recommended. This land is wild, rugged, and impressive in natural scenic beauty. To the southwestward the Plan of Chicago recommends securing 12,064 acres along the Desplaines River and in the vicinity of Mount Forest, where the country is high and wooded and affords superb views. The Lake Calumet region — much of it within the city limits — is considered as affording most attractive territory to acquire for forests for the people. Many other desirable preserves lie beyond that toward the famous industrial city, Chicago Heights.

These preserves, embracing more than 4,000 acres, lying close to the great southerly steel and industrial section of the city, would be highly desirable as affording to the workers of that sector opportunities for healthful rest and recreation.

Because of the activity of the Chicago Plan Commission in behalf of the forest preserve enactment and the recommendations for the forest preserve areas in the Plan of Chicago, the chairman of the commission, Mr. Wacker, was appointed a member of the Plan Committee of the Board of Forest Preserve Commissioners for the forest preserve district of Cook County. The actual acquisition of these forest areas began August 3, 1916, when the board started proceedings to acquire, by condemnation, eighty acres of forest in the beautiful Palos Park. It has since purchased 12,575 acres in the various forest preserve areas at a cost of $4,274,000. The board in the latter part of 1918 had under contract and condemnation approximately 673 acres additional which will cost $226,000. Its purchases will continue until the entire acreage recommended has been acquired.

These six great improvement projects—the widening of Twelfth Street, the Michigan Avenue extension, the west side railway terminals, the widening of Canal Street, the Lake Front plans and the forest preserves—comprise the initial work of the Plan Commission and the public authorities on the Plan of Chicago. They are the basic essentials of the Plan upon which actual construction has been started. All of these will be finished as rapidly as conditions resulting from the war will permit. This gigantic work, when completed, will

show a total cost of $134,000,000. This figure includes the cost of the north shore Lake Front plans and the estimated cost of the new Illinois Central terminal and collateral improvements when that construction is started.

Sixteen million dollars more may be added to this for the improvements which have followed in the wake of the general Plan movements. These are the cost of making the land for and the erection of the Field Museum, the building of the Municipal Pier and adjacent improvements, and the bathing beaches and other Lake Front construction. Provided for in special ways, these are not a part of the Plan Commission work, but are closely affiliated with it.

By no means do these six fundamental improvements already begun represent the entire endeavors of the Plan Commission on the Plan of Chicago. Other important projects are the extension of Ogden Avenue (a diagonal thoroughfare) from Union to Lincoln parks, the purchase of a two-block post-office site on Canal Street, the reclamation and improvement of South Water Street, the widening of Western Avenue, the North Ashland Avenue extension, the outer boulevard connection, the East Twelfth Street connection to the Field Museum, new bridges and the completion of the exterior highway system. Each of these units of the great Plan have been thoroughly studied and recommended by the commission. The cost of their construction can only be estimated—it is approximately $40,000,000. Work upon these has not yet been started.

The Ogden Avenue extension will be a diagonal cut 108 feet wide and 2.7 miles long through an area of

low value. It will require three subways under railroad tracks, a railroad viaduct over another system of roads and two new bridges across the north branch of the Chicago River. The total cost of this improvement is estimated at $4,649,000. This will be the first diagonal street improvement in the Plan of Chicago, of which there are many planned. It will be useful as a military road leading to Fort Sheridan from a southwesterly to a northeasterly direction. To the southward it will connect with the forest preserves and will penetrate a rich adjacent farming district connecting with important suburban cities. Passing through thickly populated districts in the city, the street will directly benefit 200,000 people living or working within the area of half a mile from it and 100,000 more along the existing part of Ogden Avenue. It will give a direct means of reaching Lincoln Park, the Municipal Pier, and Lake Michigan to a large industrial population which at present is not adequately served with recreational facilities. Work on the survey was ordered by the city in the summer of 1917 and a public hearing for court proceedings to acquire the necessary property was held December 3, 1918, in the City Council Chamber, which was crowded to capacity with property owners whose property would be taken, An interesting situation developed at this hearing in contrast to the early efforts of the city and the Plan Commission in the initial stages of the Twelfth Street widening case, where the property owners were massed against the improvement. At the Ogden Avenue hearing the property owners unanimously adopted a resolution asking the Board of Local Improvements

to proceed with the improvement at once. January 7, 1919, the Board of Local Improvements unanimously approved the Ogden Avenue extension and drafted an ordinance, which was passed by the City Council on February 18, 1919, by a vote of forty-six to eight.

For years Chicago has been harassed with inadequate postal facilities. This has worked a hardship upon a vast adjacent territory as Chicago is the mail distributing center of the entire country. After a thorough investigation of the situation, the Plan Commission recommended a two-block post-office site on Canal Street between the Northwestern and Union stations, where sixty-two per cent of the entire mail of the city is handled. On November 1, 1915, the Plan Commission arranged a public hearing with the then Secretary of the Treasury, Hon. William G. McAdoo, to whom exhaustive arguments were presented. In these it was shown that although Chicago's postal receipts were the greatest in the United States, only a fractional part of the money expended by the government in providing postal facilities in other large cities had been expended on the postal system in Chicago. Following this hearing delegations appeared in Washington, backed by the voluntary support of two hundred and thirty-six cities in nineteen states, directly affected, in resolutions from business and civic interests urging Congress to provide adequate postal facilities for Chicago. This resulted in the necessary item for the purchase of the site selected being recommended by the Public Buildings Committee of the House and included by the House of Representatives in the Public Buildings Bill of 1917. This bill was pending

in the Senate when the United States entered the Great War, and all appropriation bills of this nature which had reached the Senate and had not been passed by it were held in abeyance.

Chicago will continue its fight for adequate postal facilities until its great need, so important to the entire nation, is realized.

The second largest produce market in the United States is in Chicago. Its annual business runs into tens of millions of dollars. This vast enterprise in foodstuffs, which affects the welfare of the people most importantly, is being conducted in a most improper and uneconomic way. Besides the abuses to which it is subjected, involving the interests of the entire community, it has almost completely absorbed for its private use one of the most important public thoroughfares in the city. This is South Water Street, the northern boundary of the Loop district bordering the main channel of the Chicago River—a stone's throw from the world's busiest retail shopping district. Its overflow business clogs several important central north and south business streets—such a notable thoroughfare as State Street, for instance—with peddlers' and grocers' carts and wagons. Its occupancy of this important district seriously retards the entire traffic of the city's central section. The Plan Commission has recommended the removal of the produce market, the reclamation of South Water Street for the use of all the people and its two-level improvement to connect with the new extension of Michigan Avenue. These plans provide for the taking of all the property between the north line of the street

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Chicago. The proposed reclamation of South Water Street, home of the produce market, on the river between Michigan Avenue and Market Street, showing the new Franklin-Orleans Street bridge in the foreground.

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and the river — a strip of about eighty feet — and adding this to the area of the improved thoroughfare. The estimated cost of this improvement is $5,282,680. The commission's report on this matter, which is one of the most comprehensive of its many remarkable documents, shows how this entire cost could be saved in a single year, and the people of Chicago could annually be saved $5,000,000 thereafter. This item of saving is made up from the present loss on perishable foodstuffs, loss on the present cost of handling foodstuffs, annual revenue to the city from certain concessions, annual saving to commercial interests through remodeling the street, and annual saving in street traffic delays. The report shows that the reclamation of South Water Street would take 15,714 vehicle trips daily out of the Loop district and reduce its congestion sixteen per cent. The city has not yet taken action upon the recommendation of the Plan Commission, but the Association of Commerce has appointed a committee to assist the produce merchants in solving the problem of a new market site, and officials of the United States government have also taken a hand in the matter.

The outer boulevard connection is one of many important traffic measures proposed in the entire Plan of Chicago. Its plan is to connect Grant and Lincoln parks with a rapid way by carrying a lake shore avenue across the mouth of the Chicago River on made land paralleling the breakwater for a distance of one-third of a mile. This would divert a large part of the north- and south-bound automobile traffic from Michigan Avenue and would thus tremendously relieve and facilitate the

movement of all the central traffic, besides providing an easy route for through-bound light traffic. Committees of the South Park and Lincoln Park Commissions are working this project out in cooperation with the Plan Commission.

The East Twelfth Street extension to the Field Museum is bound up in the negotiations of the city with the Illinois Central Railroad Company. It is provided for in a general agreement ratified by the court between the company and the South Park Commissioners. The new Field Museum was erected on the new south line of the widened East Twelfth Street. It is situated on new-made ground at the foot of Twelfth Street on the Lake Front. This is half a mile east of Michigan Avenue, whereas the Twelfth Street widening proper ends at the west line of Michigan Avenue. Directly in the path of the eastern extension, which will be a raised street one hundred and eighteen feet wide, lies the present station of the Illinois Central Railroad. This is to come down and the land upon which it stands is to be made a part of the East Twelfth Street extension. The new Illinois Central Station will set back on the same line with the Field Museum and architecturally will conform with it. Work upon it cannot be started until the city concludes an agreement with the Illinois Central Company in connection with the entire south shore Lake Front improvement.

Chicago is the pinnacle of three important encircling highway systems cross-cut by suburban roads which penetrate to the city. A half million people live within a forty mile circuit of Chicago. In this zone are many

important and thriving towns. It contains also the vast chain of forest preserve parks already purchased and those to be acquired. The Plan of Chicago provides for the proper connection of these suburban towns with each other and with Chicago. It provides also for the proper connection of the forest preserves, each with the other, and all with the city. At the November election in 1918, the people of the state voted a sixty million dollar bond issue with which to build forty-six routes of hard roads in Illinois. Those will include all such roads in the Plan of Chicago in the exterior highway zone as are not yet built.

Out of the total of the items on the Plan of Chicago already approved, amounting to one hundred and fifty million dollars, by far the major part is to be borne by railroad and private corporations. That part to be paid by the taxpayers is relatively not large, but they will be the beneficiaries of the remarkable whole and vastly more; and when Chicago has acquired the park lands to be created by filling in the Lake Front, the city will have realized a public improvement worth forty-six million dollars, for which the taxpayers did not have to pay a single dollar.

This enormous outlay for public betterments, including their value when finished, totals more than half the cost of the entire original Haussmann Plan for Paris, two hundred and sixty-five million dollars; and this is only a beginning of the Plan of Chicago. Such a program for the public good may well be a matter of pride and rejoicing to the people of Chicago, as they have a proprietary interest in the whole big undertaking, while their

share in the cost is but a fraction. Nor is this all that is contemplated in the near future. Other vast improvements of incalculable benefit to the whole city have been recommended by the Railway Terminal Commission, following out the suggestions of the chairman of the Plan Commission. These, which are being worked out looking to a final adjustment, are the straightening of the south branch of the Chicago River, and the opening through railway property of the now closed Market, Franklin, Wells, La Salle, and Dearborn streets, all great north-and-south thoroughfares leading to the center of the city. The present total number of north-and-south streets from Michigan Avenue to Halsted Street is twenty-four, but only four of them go through the central section of the city from Twelfth Street to Chicago Avenue.

The City Council of Chicago, at its meeting on February 26, 1919, passed an order directing the Board of Local Improvements to prepare and submit to it an ordinance for the widening and improvement of South Water Street, of Ashland Avenue and Western Avenue and of Robey Street following the recommendations of the Chicago Plan Commission's Reconstruction Platform. The City Council thus recognized the utmost importance of providing these public improvements so vitally important in the interest of the whole city and furnishing large opportunity for the employment of labor during the city's transition from a war to a peace basis.

This simple, matter-of-fact narrative of the efforts of the Chicago Plan Commission, the work of the city authorities, and the accomplishments on the Plan of Chicago may mean little or much to the reader. That

depends entirely upon the imagination — one's ability to sense the bigness of things — to compass the breadth of things — to penetrate the future — and to comprehend the tremendous outlay in patience, time, propaganda, and money to produce even a start on such projects.

The proceedings of the Chicago Plan Commission, covering many memorable meetings, will live in history and will illuminate the way of citizens and workers for the public good in the dim and distant future. This wealth of data accumulated at such effort of time and expense will undoubtedly be eagerly sought by the Plan advocates, historical students, and writers who come after those who have carried the burden of this work. The ultimate triumph of the Plan of Chicago and its realization is in the hands of Chicago's children who will be the citizens of tomorrow. The really great work of the world today is that which foresees and builds for the future.

CHAPTER XVI

SUMMING IT ALL UP

GLANCING backward over the path traversed, it is evident that the constant and unprecedented movement of people toward cities has brought about alarming conditions, new and troublesome problems and an imperative need for municipal betterments. Fifty years ago ninety-seven out of every one hundred people in the United States lived in the country. Today fifty-four out of every hundred live in cities.

The life of a nation is the life of its people and the public health is the nation's greatest asset. As a result of the swarming of people to cities there has been a marked deterioration in their physique, a change in the national character, and vast economic loss. In the days of the Civil War the country was nurtured by the sturdy, healthy, honest, and capable countryman, Now the city and the country equally supply the nation with leaders, statesmen, the army, the navy, and civilians. Our national life will be great or dwarfed just in proportion as the life of the people is broad and developed or mean and stunted.

Whether the future reign of the world shall be peaceful or turbulent—whether tomorrow may usher in a contest of wits among nations or a new and more terrible contest of brawn—the supreme nation will be the

CHICAGO RIVER

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Chicago. Proposed improvement of South Water Street to connect with the upper and lower levels of Michigan Avenue.

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one of strong individual manhood. The strongest nation will be that one which does the most for its people in cities through ample means for healthful recreation, literature of character, music placed within the reach of all, the allied arts and sciences made easy of attainment, and the facilitation of commerce, traffic, and transportation. If the nation is to be kept from those pursuits and pastimes which cause decay, degeneracy, and disintegration, industrial and vocational education and every means of self-advancement—cultural as well as industrial, hygienic as well as psychological—must be supplied.

The need of the people in cities has been intensified by the Great War. New and sinister meaning was given by the great conflict to the word "preparedness." As a rule the development of American cities has been haphazard and their growth exhibits a woeful lack of foresight. Nor is that all, for our national habit of procrastination has placed a tremendous burden upon our people, Every city, like every business, has to bear certain overhead charges as a whole, by reason of preventive sickness, death, accidents, disasters, and lack of proper health provisions. The preventable economic losses in the United States—six hundred million dollars—from typhoid fever deaths; the seventy-five million dollar economic value of the reduction in Chicago's typhus death rate for the twelve years following the opening of the Drainage Canal; the loss from floods, epidemics, fires, railroad and steamboat accidents, and the cost of the Panama Canal slides—if they could be computed, would amount to a staggering total—sufficient to jar our people into a

realization that preparedness, no matter what the cost, is cheapest in the end.

Now we know better and must not permit our old habits of procrastination and unpreparedness to control our actions in safeguarding our people. There is no further time to be lost in beginning the proper building of cities in America. Basic in scientific city planning are provisions for more breathing spaces, freedom from dirt, noise, and confusion, more attractive surroundings, easier means of traffic movement, and better means for healthful recreation.

Having in mind the powerful influence which these characteristics and the temperament of the American people have on city planning, let us briefly recount those things of which the professional city planner essentially and the citizen properly should take cognizance in advocating municipal betterments. City planning is as old as the building of cities and ancient cities such as Babylon and Athens illustrate what was accomplished to serve the interests of their citizens in that far day; but their age is not our age; their needs are not our needs; and their power is not our power.

We in America today must solve our problems and supply our needs with our own resources. The first requisite is to start with a right understanding. More experience and less theory is required. Experience produces knowledge; and knowledge, established and classified, becomes science.

Nearly two hundred American cities have dabbled to some extent with what is termed city planning, but in scarcely a dozen has any real progress been made. This

is due to two causes — first, most cities have failed to realize the fundamental value of scientific promotional effort; second, misapplied energy has been a common fault.

Success is impossible until it is realized that no public improvement can be made in this country without public approval, and the people will not give their consent to the spending of large sums of money for projects which they do not understand. The need for promotional effort is shown in the many things that must be undone as well as in the many things that must be done. Illustrative of this, the cognomen, "City Beautiful," at the outset, is a detrimental factor that must be overcome. It requires long and arduous effort to enable citizens to span the chasm between the practical ideals of a comprehensive city plan and the wretched order of physical development so unfortunately prevalent in American cities.

The training and experience of the technical man is basic of course in preparing comprehensive plans for a city's development, but this is only of complete value when supplemented by the wisdom and experience of business men. City planning is as much a matter of observation and common sense as of technical skill. In the United States city planning is essentially a process of vision and survey, push and pull, barter and sell, education and exhortation, diplomacy and expediency, courts and juries. Unless those who create the technical plans can comprehend the promotive side of city planning, as met by those whose business it is to put the technical studies to the test of realization, nothing but failure can result. A plan on paper is one thing; its realization is another.

Far greater city planning accomplishments would have been made in this country had the technical people in most instances only realized some of the practical problems to be solved to enable the promotive side to convince a critical, apathetic, and skeptical public. How unfortunate it was that they did not foresee the difficulties of official action by city authorities and realize the sectional prejudice and personal selfishness that always loom up to throttle their paper plans. How much better it would have been if they only had appreciated the delays and drawbacks of jealousies and bickerings that arise between conflicting powers; the opposition of property owners; the difficulties of financing their projects; and the hundred and one things to be accomplished from the education of the public down to the trial of the case by law, to say nothing of legal pitfalls after the steep and dreary climb in procedure has been made and the summit reached in court.

The present-day world of city planning demands a rich infusion of common sense. Too much theory is advanced that is formal and conventional as opposed to the practical. The modern-day city planner is no longer merely a technician but a composite fellow—architect, engineer, promoter, journalist, educator, lecturer, lawyer and, above all, a diplomat. Technical skill is fundamental, of course, but equally important is the tremendous task of stirring public opinion and securing public consent, after which comes the exasperating problem of complying with the manifold complexities of American municipal rule. That is where the technical man steps out and the promoter steps in. Education and procedure are basic in city

planning in America and until these facts are grasped and gain firm hold upon the people and the authorities, no substantial success will be had.

In all its practical essentials, city planning is a work of promotion — salesmanship. But before active work can be done in replanning our present cities, money must be provided. The public purse is the only source from which the necessary money can be obtained, and the same principles of salesmanship which are required to open the private purse are necessary to open the public purse.

Viewing city planning as a problem of salesmanship, it is a problem of arousing interest, creating human desire, stirring the spirit for better things, and inspiring human action.

City planning in America is usually retarded by non-education, indifference, lack of foresight, and procrastination. These negative conditions can best be overcome and the ultimate solution of all the major problems of our cities reached through the education of our children concerning their responsibility as the future owners of our municipalities and the arbiters of their governmental destiny. Our cities are coming into control of our nation, and if we are to have a sustained national patriotism, we must begin its development and cultivation by creating in the growing generation impulses for good order, cleanliness, honesty, and economy in the physical growth and political conduct of our cities. The most vital course to that end is the public school and the best instrument for its accomplishment is the education of the children in the elements of city planning, on the principle that the city is truly their larger home.

WHAT OF THE CITY?

What of the city? A nation of body, soul, and mind stalwarts can be developed only through the scientific planning of cities, in which proper provision for aiding commerce is fundamental. The ideal of a city, however, must rise above mere commercial and industrial supremacy, taking the higher ground of becoming an attractive composite home for its residents, both of large and small means, as well as for the stranger within its gates.

In undertaking city planning, two questions promptly engage attention. First, how to proceed to obtain financial resources, a scientific plan, and an organization for the plan's promotion. Second, having acquired these things, how to obtain results.

Rarely in America is city planning work initiated by the municipal government. The movement usually originates with a group of substantial public-spirited citizens or is initiated under the auspices of commercial or civic organizations. The reason for this is the need of securing adequate funds for technical advice and for the conduct of preliminary work so that public sentiment may be aroused. Municipal appropriations rarely suffice for the first need and cannot be had at all for promotional work.

Money is basic in city planning. Without it no tangible results can be had. Money must be provided, generally by private contribution, for the inception, study, recommendation, and prosecution of city planning endeavor. Money must be had for expert services. Expert services must be had for plans. Plans must be had for promotional effort. Promotional effort must be had before favorable public opinion and action can be secured, and

without public favor, city officials cannot be stirred to action. Every step in this logical program requires money — money and still more money. As a general rule municipalities cannot legally provide money for promotional work. In its inception and advancement city planning is primarily promotional endeavor because the people are the first consideration in this country, where the ballot box precedes the builder.

The first step, therefore, is to secure an adequate fund either by contributions from citizens or by appropriation from a civic organization. The fund in hand, a capable city planning expert should be immediately engaged and no attempt at city planning should ever be made without such counsel.

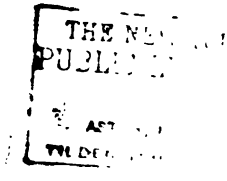
A plan once evolved, the next step is to create public sentiment, and when that is aroused, to secure recognition of the plan by the municipal authorities. The promotion of plan work can best be entrusted to a properly constituted quasi-public body, preferably known as the Plan Commission. Such a commission should be absolutely non-political and non-partisan, but political faiths should have representation in ratio to the political life of the community, and especially should the chairman be of one political faith and the vice-chairman of another. The executive work of the commission, under the direction of the officers, should clear through an executive committee typical in its selection of the personnel of the larger body, and its official headquarters should be under the management of a director of works, charged with the duty of carrying out the projects initiated by the commission.

The Chicago Plan Commission has no equal in the

United States either in its form of organization or its accomplishments. The effectiveness of an organization for the public good depends not so much upon its members as it does upon the form of its organization, the character of its personnel and especially upon its executive head and its executive committee. Real genius and wisdom of organization was displayed in the creation of the Chicago Plan Commission. It was deduced that a plan for the whole city and all elements in it should be studied and promoted by a thoroughly representative body of the entire citizenry of the city. The Chicago Plan Commission was made up of the leaders in every walk of life —industrial, commercial, financial, educational, religious, and political; the executive heads of all the leading civic bodies; the heads of other governmental bodies; citizens from every section of the city; prominent men of all nationalities; leaders of thought and action, private and public, in the city's life; and to start right at the very beginning so that city authorities and the citizens would work together in unison and full comprehension of the Plan projects to be undertaken, the remainder of the commission was made up of one alderman from each of the thirty-five wards and the heads of city departments, with the mayor acting as honorary president.

The power of the Plan Commission should be advisory and not executory, and it should at all times act as an intermediary between the people and the municipal authorities. It should lend its first endeavor to the study of the plan committed to it by the city and then recommend a specific phase of such plan for adoption and execution by the municipality.

Chicago. Clarendon Beach on the north shore of Lake Michigan. Twenty-three thousand bathers have visited this single beach in one day.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After public favor has been aroused, city planning has only just begun. The Plan Commission, if success is to be attained, must continue as an advisor to the city authorities. The maintenance of such work requires money. Eventually special financial provision must be made for the constant prosecution of city planning work. Great works for the benefit of mankind always have originated and been fostered in the hearts and minds of public-spirited citizens. This will always be the case, and the perpetuity of city planning effort in America can best be provided for on the basis of other noteworthy humanitarian endeavors — ENDOWMENT.

With the millions of people continually swarming to the cities, city planning becomes basic in all humanitarian movements. Without city planning no endeavor toward the betterment of conditions in congested centers can or will reach the high notch of success which may be achieved with the assistance of a properly organized, well-defined plan for the growth of a city and its citizens. Credit obtains to the public-spirited men who financially back a plan at its inception, to the technical people who create the plan, and to the promoters who develop it. There is a vacant niche in the city planning Hall of Fame for the endower who assures the plan's ultimate realization.

Another fundamental of far-reaching importance to the city planning promoter is the need for inspiring and harnessing all the elements to be found in a city. The nature, extent, and variety of these elements vary with the size and geographic location of the city and the character of its inhabitants, but every city has its problems, due to whatever elements it may harbor. All must be

blended into a harmonious whole — sectionalism; private and corporate greed; religion; tradition; class distinction; political factions; labor unions; foreign population; reformers; welfarers; civic, commercial, and social organizations; woman suffrage; native prejudices; indifference; and technical bias — all must be assimilated and neutralized in the successful city planning program.

Failures in public work are frequently recorded because acquaintanceship with people and facts is underrated or altogether misconceived. Looking on all sides of a question; harmonizing all elements, factions, sections, and people; swinging a whole city into line; learning what is wrong and righting it; all and much more are required by the city planner if he is to level all the obstructions in his pathway. The Plan Commission, as a harmony salesman, must know no creeds, no doctrines, no isms, no ologies, no factions, no caste, no prejudices, and no faiths.

In forwarding a city plan along the pathway to accomplishment the greatest source of motive power is publicity. Naturally the sort of propaganda necessary depends somewhat upon the extent of the plan and the size of the city. If the plan is limited or fragmentary, educational propaganda may be fitted to suit. Continuous, far-reaching, and varied propaganda is essential, however, when a comprehensive plan is proposed for a whole city, where each feature is a component part of the whole, and where the plan will require years for its realization, while advancing a step at a time.

The whole plan must be made known publicly from the very start, and it must be constantly and insistently

carried to all the people in every section of the city. The newspapers always are the most valuable medium for this. Wise is the city planner who, instead of proceeding out of his own limited experience, goes first of all to the newspaper men to seek their advice and invite their assistance. No other class of men is able to see faulty procedure more quickly and their vast experience in dealing with current events makes them experts, with quick insight into the weakness, superficiality or wrong methods of any proposition.

First of all, then, the plan must be right. Next the men backing the plan must be men of stability, wisdom, and unselfishness, of known reputation, who stand for something worth while and have no axes to grind. Then, in order to secure the sympathy and support of the press, the same methods must be employed that would secure the favor of any other citizen.

The bedrock principle for city planning promoters to cling to is the ESTABLISHMENT of their plan and their commission with the people. To accomplish this there are several methods—newspaper publicity, the public schools, and the churches, printed matter, lecture work upon the platform, individual propaganda, meetings, motion pictures, and, above all, accomplishment of some beneficial feature of the plan that will stand as an indication of the advantage to be conferred by the other features of the general scheme.

The conception, the creation, and the promotion of a city plan are basic. Behind the conception of the plan the first step is inspiration. Back of its resultant creation is emblazoned the way to stir the hearts of men and to in-

spire in their minds that desire for better city conditions which are the fruits of well-executed city planning. Embodied in promotion is publicity — the necessity of awakening people to the need of city planning, and the method of moving them to action.

In this new field of professional effort the great majority of failures recorded have been due to misapplied energy. The fault of mistaken procedure does not lie in making mistakes, but in repeating them and in refusing to learn by the experience of others. Nearly everybody's failures are due to the wrong way of proceeding. Some fail through sheer carelessness, but most failures are due to the wrong way of going at a thing. This, of course, is the result of ignorance, but only in a small part can it be charged to inexperience. If a man cannot use his own knowledge, he can use the experience which someone else has had.

Our American cities are interdependent in that each needs every bit of practical experience that may be obtained from any source. Misapplied energy not only means misplaced energy but it also means placing the wrong kind of energy.

This negative has a dual significance. The wrong use of energy and using good energy in the wrong way are dire faults in misdirected city planning efforts and two-thirds of all the failures that have been made have been due to these two causes.

Another frequent cause of failure has been the improper but all-too-prevalent method of dealing with public authorities. Many aspiring city planners have been unable to comprehend the fact that a public official is human,

and can be reached with the same tactics that will reach any other individual. Especially unfortunate is the far-too-common practice of regarding and addressing city officials as public servants. We must learn to be fair and accurate in our analysis of local conditions, and sensible enough to admit that the average of results for progressive, honest, and efficient government and the betterment of living conditions in cities is good. After all is said and done, it is quite likely that many public officials need encouragement more than condemnation. One of the best things we can learn is to respect and trust public men and private citizens who do meritorious things for their fellows. Much civic advance has failed because its advocates have neglected to encourage the sympathy and gain the close acquaintance of public authorities. The city planner and the public official must go hand in hand to get results.

The need for haste in city planning is shown by the uneconomic manner in which public improvements must be made in this country. Vast loss is caused by the time and expense needed to educate the public, and the lapse of time from the moment the city actually commences improvement proceedings until the project is finished, during which period the legal barriers that rest over the property to be taken entail a shrinkage in property values and rentals. An additional hardship is put upon the private property involved by the cumbersome legal procedure usually necessary before a city can acquire property needed for an improvement. Such conditions deprive the people of the benefit of the betterment for years and cause a loss in the aggregate that, if it could be eliminated by

better methods, often would be almost sufficient to pay for the improvement.

The fault for this ridiculous, absurd, and unscientific program is in part due to the law. Other elements are the selfishness of property owners, political intrigue, dilly-dallying of careless municipal employes and authorities, foolish and unnecessary bickering between public bodies, and the delaying tactics of professional agitators. Laws can be amended and simplified and cities can be granted the rights and powers which eventually they must have if city planning is to be accomplished on a large scale in America. The people will be stimulated to action and the agitator put to rout by a better knowledge of the benefits of city planning. The most difficult thing to remedy is the selfishness of property owners who see only an opportunity to enrich themselves in every proposed public improvement. This type of person should be compelled to realize that the ownership of property is a privilege in which is shared the rights and privileges of his neighbors.

Another serious element of delay is the frequency of change in political offices. Added to this there is the condition commonly extant of more than one body having jurisdiction over an improvement. It is because of all these things that it is clearly the mission of every citizen, who has his city's welfare at heart, to study the needs of his city, to familiarize himself with its plan, if it has one, and to get behind that plan and help to push the work as rapidly as possible.

It is befitting that Chicago should have a prominent part in a volume on American city planning since the city

has undertaken, in a large way, the realization of a city plan more comprehensive than has been suggested for any other American city. Certain underlying truths of value to all city planning proponents were voiced by The Commercial Club leaders when the Plan of Chicago was originated by Daniel Hudson Burnham under the club's direction.

One pioneer called attention to the fact that the very foundation of the whole idea of city planning is to develop a city's prosperity by increasing its commerce, its beauty, and its morals; that a city plan is a business proposition and should be carried out under the direction and control of business men. Any plan for commercial and physical development should be so logical, as a business proposition, and so attractive in appearance, as to appeal both to the business judgment and the civic pride of the community. Next to the plan itself, of course, the most important thing is to "put it across." The future of the American city is a trust in the hands of the public-spirited captains of industry and to these the people must look for the fulfilment of their highest welfare.

Commercially city planning has to do with the regular arrangement of streets within a city and to control its physical development through a proper zoning system. Its aim is to save time and effort in traffic between the various sections. Socially city planning has to do with adequate provision for the public health. This is gained through the best location of parks and playgrounds and the opening to light and air of crowded housing districts. A proper city plan is the foundation for all social, commercial, and humanitarian advance, and solves the vital

problems of congestion, traffic, and public health. In this municipal economy is of prime importance, because lack of good order and extravagance go hand in hand.

The city plan should be a framework—not a hard and fast plan but one to be developed in whole or in part as the best judgment of the community may determine. It should not be merely a scheme for spending untold millions but, on the contrary, by spending for improvements in accordance with a scientific plan only the money which must be spent anyway, in the course of years it should pay for itself. It should not be an artist's dream nor the project of theoretical city beautifiers who have lost sight of everyday affairs and forgotten the needs of the people. The artistic should be blended with the hygienic, the industrial, and the commercial, along lines which promise the best results with the least expenditure of time, effort, and money. The sooner comprehensive planning and building are undertaken the more quickly will results be accomplished and the less they will cost. For the largest measure of success, the city plan should represent the finest efforts of the best city planning talent obtainable, supplemented by the concentrated judgment of practical business men.

The Plan Commission should represent the people of its city in the truest and best sense. Public confidence should be secured section by section, ward by ward, and street by street. The people should be shown what their city plan means to them so that an irresistible public opinion may be created behind it. The commission should not be bound in its vision of what it may accomplish by anything which has been achieved in the past,

but its plans should offer a closely reasoned, carefully studied, well-balanced solution which provides generously alike for all the community.

A city plan means a city practical. Dirt, grime, and sordid conditions are not a part of industrial and commercial success. They are, rather, evidences of failure to grasp the fundamental truth that men who are happy, whose lives are cast in pleasant places, who are clean of body and clean of mind, are the men who best do things. The commercial and industrial supremacy of any city must rest upon the character, capacity, and physique of its industrial workers. In any well-regulated order of affairs part of the wealth created by men who toil through life means the bringing of joy and the securing of more comfort and better opportunities to those who produce such wealth.

It is the earnest hope of the author that those engaged in city planning endeavor may find assistance in this city planning procedure program, which has been created out of actual experience, and that the efforts of Chicago on its great Plan, as outlined in detail in the foregoing chapters, may contain much of helpfulness in solving their local problems. In this summary, only general truths of universal application have been included, as the city planning promoter would naturally prefer to get specific points regarding Chicago's experiences from the context of the book itself. It is further hoped that city planning advocates throughout America will find inspiration and aid in the fact that in Chicago the die has been cast.

The Chicago Plan Commission is at work and many of

its great Plan projects have been started. Neither war, nor pestilence, nor panic, nor time will efface what is started or prevent the ultimate fulfilment of what is proposed. City administrations will change; men of power will come and go; old Plan warhorses will fall by the wayside and new ones will take their places; delays will occur and setbacks will overtake the Plan; the people will become impatient and will grow discouraged; disagreements will take place and malcontents will be assimilated; faults will be found and will be remedied; the war and the reconstruction period will undoubtedly cause hardships and delays; but the world will lift its head from the agonizing blood of its millions with new hope and courage in that day when cooperation and not strife will be the watchword of the people; and through all these the Plan of Chicago will continue to thread its way to its perfect fulfilment.

The author sincerely wishes the same measure of success to every city planning movement that may be started in any American city.

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